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Administration**

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Back Cover: *When winter arrives you have to remember a different set of flying rules, especially in mountainous areas. See page 17. Photo by G. S. Livack*

A New Voice, A New Policy for General Aviation

by David R. Hinson, *Administrator, FAA*

Let me say straight off how deeply honored I am that President Bill Clinton and Secretary of Transportation Federico Peña have chosen me to lead the world's foremost aviation agency. I'm still getting acquainted with the job, but I hope to meet as many aviation people—inside and outside the FAA—as I can in the next few weeks.

I think it's clear to all of us that the general aviation industry is at a critical juncture. I'm not going to write a long dissertation about what's happened over the last 10 years. You know all that because you've lived through it. We in the FAA have taken a number of steps to give you the opportunity to share that experience with us and to give us your ideas on how we can revitalize general aviation.

We all know there are no easy solutions. But I believe we have an opportunity now to bypass the gridlock, to pry open the deadlock which has stalled progress for so many years. Already there are signs of movement enough to build real momentum. The Clinton Administration is committed to the idea of reinventing government. The FAA and the aviation community—through the partnership that has been flourishing for the past several years —have already taken steps which I believe will help general aviation reinvent itself as a thriving, vital industry.

First, we now have four new standards that weren't available to the industry a year ago for certifying small airplanes—a step which should greatly stimulate product innovation.

Second, this past June the FAA approved the supplemental use of the Global Positioning System (GPS) for all phases of flight, including non-precision approaches at 2,500 U.S. airports. It's been estimated that the move to GPS technology may reduce the cost of on-board avionics in general aviation aircraft by as much as 75%.

And in October 1992, the Flight Standards Service issued the first ever General Aviation Action Plan (GAAP). This isn't just an FAA plan. It was developed jointly with a coalition of eight trade and industry associations that represent general aviation's interests. The plan addresses five broad concerns of the general aviation community: Safety and Certification Services, Product Innovation and Competitiveness, System Access and Capacity, and Cost.

I wholeheartedly support each of these initiatives and the work which has already been done by the FAA and the coalition. But it's only a beginning. If we are to halt the forces that are steadily eroding the economic viability of general aviation, we must take even stronger measures.

All of us are aware of the close link between a strong general aviation industry and the economy. We recognize it as a source of jobs for over half a million people and a mainstay of the U.S. export trade. Like our highways, bridges, and tunnels, general aviation is a national resource. If we let it die, an essential part of our transportation infrastructure will die with it. It's up to all of us to see that this doesn't happen.

At a recent meeting of FAA and general aviation industry representatives in Kansas City, I released a General Aviation Policy Statement adopting the GAAP's five-point program as goals for the *entire* agency. Underlying that Policy Statement is our bedrock concern for safety.

FAA Administrator David R. Hinson

During my Senate confirmation hearings, fully half the questions directed to me concerned general aviation safety and prosperity. I assured the Senators, as I now assure everyone who reads this, that general aviation will be a major focus of my tenure with the FAA. This new policy is the initial down payment on my promise. You will find a copy of that policy printed on the inside back cover of this, the FAA's safety publication for airmen. I hope you read it and take it as a contract between the FAA and the general aviation industry for better things to come. I hope also that you'll reproduce it and post it in your FBO's, your airport lounges, anywhere general aviation airmen can see it and take heart.

I am looking forward to the months and years to come and to the ideas which will help shape our agenda. ■

Rebuilding General Aviation

by Phyllis Anne Duncan

"If you build it, he will come."

A fictional character named Ray Kinsella heard those words in his sleep and, to the derision of his neighbors and bankers, decided to level part of a money-crop cornfield to build a baseball field. When he finished it, legendary Shoeless Joe Jackson of Black Sox infamy and a host of other problems for Kinsella arrived, threatening him with the loss of his farm. But at the end of the movie, "Field of Dreams," hundreds of cars are seen on their way to a new tourist attraction in Iowa, and Kinsella was vindicated.

James "Jim" Haight, FAA Central Region Administrator, is not Kevin Costner and far more down to earth than a Hollywood fantasy. Whether or not he heard a nocturnal voice is uncertain, but what was clear to him was the declining state of general aviation—the same thing obvious to everyone in the industry. Haight decided that action not words was needed. So, perhaps his inner voice said something like,

> "If you propose a national meeting of FAA and general aviation industry representatives held away from the politically charged atmosphere of Washington, DC where everyone can participate in an open dialogue and come up with meaningful action items for general aviation, they will come."

He did. They did. Twice.

Upon his selection as the Regional Administrator a year and half ago, Haight wanted to reach out to the aviation community in the Central Region, which consists of the states of Nebraska, Iowa, Kansas, and Missouri and which also headquarters FAA's Small Aircraft Certification Directorate. (He explained his reasoning for meeting with aviation interests in an interview conducted during the second general aviation conference held this past September. That interview appears on pages 8 and 9 of this article.)

Basically, what started out as a meeting with aircraft manufacturers in the region became a meeting with the general aviation industry to find out what could be done to save what some have termed a dying industry.

The doomsayers have certain statistics on their side: New pilot starts are down, certificate upgrades are down, hardly any—you might as well say no—new entry level training aircraft are being built; airports are being bought by developers and covered with houses; FBO's are going out of business. The only bright spot is the fact that exports of turbojets used for corporate or business flight continue to be high. However, an industry which, slightly more than a decade ago, churned out tens of thousands of new aircraft a year last year built just under a thousand.

While this downturn occurred simultaneously with a general downturn in the overall economy, it struck close to so many, and it certainly appeared as if general aviation were headed for the same place in history occupied by the denizens of Jurassic Park and the carrier pigeon.

Consequently, at the request of local industry representatives, Jim Haight convened not just a meeting where aircraft manufacturers would be preached to by their new FAA Regional Administrator, but rather a forum where the industry and FAA could discuss the state of general aviation and what could be done to help it. The meeting was held May 25, 1993.

Identifying the Problems

The attendees' discussion resulted in a "grocery list" of concerns and issues that required change before general aviation could improve. Those issues were:

- Increase production of affordable small airplanes.
- Promote liability reform to reduce costs for new aircraft and components.
- Reduce the burden of regulations (state and federal).
- Increase the number of general aviation airports.
- Reduce the cost of parts.
- Improve the accessibility of replacement parts.

- Increase the transfer of technology to general aviation airplanes.
- Increase the capital necessary to rebuild general aviation.
- Increase the FAA's desire to foster and promote general aviation.
- Improve the coordination between state aviation departments.
- Further refine the term "general aviation" into segments that better represent the different constituencies.
- Foster change in the "way FAA does business."
- Improve the level of trust between the FAA and industry.
- Reduce costs for the existing general aviation pilot/owner.
- Promote self-signing medical certification for private pilots.
- Promote the global perspective of general aviation.
- Reduce the tax burden on general aviation owners.
- Reduce the amount of airspace from which general aviation is restricted.

It was immediately clear to the May attendees that a follow-on meeting was necessary and that some fairly high-level decision-makers from FAA needed to attend to hear recommendation on the issues this conference had identified. A tentative date was set for Fall 1993, but everyone had to go back and do some homework, for this follow-on meeting could not be more talk on defining the problem. Everyone knew what the problem was and that both industry and FAA had to work together to solve it.

By now, what had started as a regional listening session in Kansas City had attracted a great deal of attention within the FAA and among the grassroots of general aviation.

In the industry, the idea received some Kinsella-like scorn:

"Not another committee meeting on general aviation."

"Don't we have enough committees?"

"Right, and you know what a camel is?"

"A horse designed by a committee!"

"Image what general aviation redesigned by a committee will look like."

Joe Del Balzo (left) and Rick Weiss (center) of FAA, with Dave Higdon (right) of Witchita Eagle during a break at the conference.

"I'd rather not."

"But, if the FAA is there, at least we get a chance to talk to them, to let them know what's really happening out here."

In the FAA, the sentiments were somewhat similar:

"Why do we need another meeting about general aviation?"

"Right, we already have the General Aviation Action Plan."

"It's been in place for nearly a year, and the industry helped develop it."

"Exactly. What more do they want?"

"They want the FAA to just go away and let them regulate themselves. Hah!"

"Well, let's think about this. Maybe there are some areas where that's feasible. The least we can do is sit down with them and talk about it, maybe enhance the scope of the GAAP."

The General Aviation Action Plan (GAAP)

The FAA's Flight Standards Service, under the direction of Thomas C. Accardi, the Service Director, has been in the process of strategic planning for the past few years. Accardi recognized that in a government of dwindling and unrenewable resources, government agencies had to learn how to plan ahead carefully and strategically. In late 1991, Flight Standards published its first Strategic Management Plan for the years 1992–1997. With its mission statement, "To provide the public with accident-free aircraft operations through the highest standards in the world," as a working philosophy, the plan set forth eight specific goals:

PEOPLE

Goal 1 Build an organizational culture which promotes both empowerment and accountability.

Goal 2 Assure a well-trained, skilled, and qualified workforce.

Goal 3 Provide quality facilities and resources to perform our job.

SAFETY

Goal 4 Develop and maintain current regulations and policies.

Goal 5 Develop an effective and efficient global surveillance and certification safety system.

Goal 6 Achieve compliance through partnership.

QUALITY SERVICE AND PRODUCTIVITY

Goal 7 Improve the quality of service by anticipating the customer needs and responding in the public interest.

Goal 8 Create and implement a flexible, dynamic, visible, and responsive management philosophy to support the ever-changing environment.

Some of the terminology and philosophy outlined in the publication were unheard of for a government agency. Flight Standards was now in the business of supplying "quality services" to its "customers." We were to respond in the "public interest." We were to form "partnerships" and work toward "voluntary compliance" and look for "alter-

natives to enforcement." It sounded almost too good to be true, and if the Strategic Management Plan had remained simply a philosophical document, it would have been just another publication from a government agency—released with accompanying fanfare then forgotten.

However, the plan spelled out specific objectives for each goal, objectives which all of Flight Standards were committed to over the next five years. Each of the headquarters Flight Standards policy divisions (Air Transport, Aircraft Maintenance, Technical Programs, Field Programs, Regulatory Support, and the General Aviation and Commercial Divisions) had to come up with annual operating plans which reflected the division's objectives toward achieving these goals.

In early 1992 the then Manager of the General Aviation and Commercial Division, which sets all the policy and divines the regulations for general aviation airmen and operations, W. Michael Sacrey and his Assistant Division Manager, Robert A. Wright, wanted not only an operating plan for the division but a blueprint for rebuilding and revitalizing general aviation. What was needed was some sort of action plan—not rhetoric, not typical Washingtonian, politically motivated oratory.

Sacrey tasked Wright to devise the plan, but Wright decided that in order for this plan to be a success among the people it should help, he could not write it in an FAA vacuum. Industry had to participate. He came up some general goals and a skeleton of an outline and then contacted representatives from all aspects of the general aviation industry, a who's who, so to speak—AOPA, EAA, NBAA, GAMA, SAMA, HAI, NAFI, and so on. They helped him flesh out the plan and give it life.

In October 1992, Flight Standards published the General Aviation Action Plan and touted it as "an agenda for the 90's." The Plan indicated general aviation's importance to not only the nation's transportation system but to its economy as well: General aviation supports 100% of the nation's 17,500 civil airports while scheduled air carriers provide services to only 700 airports—roughly 4%; general aviation contributes more than $38,000,000,000 (that's nine zero's or *billion*) and more than half a million jobs to the economy. Former FAA Administrator James Busey stated that, "even if general aviation did only one thing—provide basic training for future pilots—it would be essential."

The plan also explained why the FAA had a vested interest not only in its safety role, as defined by the Federal Aviation Act of 1958, but also in its "fostering and promoting" role (also outlined in the Act). The two roles are not mutually exclusive, and the GAAP is committed to the accomplishment of its objectives through "education, training, and partnership with the general aviation community with less emphasis on rulemaking."

The five GAAP goals are:

Goal 1 SAFETY: Protect our Recent Gains and Aim for a New Threshold

Goal 2 CERTIFICATION SERVICES: Provide the General Aviation Community with Cost-Effective Certification Services

Goal 3 PRODUCT INNOVATION AND COMPETITIVENESS: Ensure the Technological Advancement of General Aviation

Goal 4 SYSTEM ACCESS AND CAPACITY: Maximize General Aviation's Ability to Operate in the National Airspace System

Goal 5 AFFORDABILITY: Promote Economical and Efficient General Aviation Operations, Expand Participation, and Stimulate Industry Growth

Again, these goals—in support of Flight Standards goals—list specific objectives, distinctive actions the General Aviation and Commercial Division can take to improve the lot of general aviation. However, since this was a document forged in partnership, it also needed partnership to achieve these goals. The general aviation organizations, which had helped Bob Wright in defining the General Aviation Action Plan, decided that in order for the Plan to succeed, it needed support not only in the FAA but in the industry and that both had to work together to achieve the goals. In November of 1992, AOPA, EAA, GAMA, HAI, NATA, NASAO, NBAA, and SAMA formed the General Aviation Action Plan Coalition, an organization dedicated to working with the FAA as equal partners to "support, nurture, enhance, and promote general aviation."

The Coalition identified the 1993 GAAP objectives it could help with and formed four working groups to address the areas of accident prevention, flight training, maintenance, and new technology. By spring of 1993, the working groups—composed of industry people with FAA in an advisory role only—were well into the work of designing programs and making changes. What, then, was going on in Kansas City? What was going to happen when the new Administration finally got around to appointing a new FAA Administrator? What if he or she couldn't care less about general aviation?

A New Administrator

While all the GAAP Coalition working groups were meeting and while the Kansas City conference planning was going on, Congress finally confirmed President Clinton's choice to be the new FAA Administrator. David R. Hinson is well-known in the aviation industry as the founder of Midway Airlines, and his nomination received universal acclaim from the airline and general aviation industry. Here was a civilian aviation enthusiast, former airline captain, and general aviation aircraft owner (a Beech *Baron*) who had been selected to head the FAA. Hopefully he would be not only receptive to the general aviation community, but he was also representing an administration which had committed itself to improve the way government does business.

Bob Wright, now the Acting Division Manager for the General Aviation and Commercial Division, lost no time with the new Administrator. At general aviation's foremost showcase, the annual EAA convention at Oshkosh, WI, Wright "got to" the Administrator first, presented him with a copy of the

GAAP, and sat down over lunch to discuss it with him.

Administrator Hinson agreed that general aviation was important to the nation not just from a historical perspective but as a source of potential growth in technology and exports. He agreed with Wright that the GAAP had to be an FAA-wide agenda, not just for Flight Standards, but what could he, as Administrator, do? Wright responded, "Issue a policy statement."

Policy statements are traditional throughout the government at the beginning of new administrations. Agency and department heads issue policy statements in flowery language which declare their utmost devotion to certain issues; e.g., support of EEO policies and directives, prevention of sexual harassment. FAA has seen its share, but there had never been one issued on such a direct issue. This required not only some thought but the right springboard as well.

Kansas City—Here We Come!

In the interval between the Central Region's May meeting and the proposed September conference, FAA's Central Region polled the attendees and other aviation concerns and asked them to prioritize the issues which had emerged from the original meeting. From that prioritization, Haight's staff grouped the issues under the general headings of:

- Airmen Certification
- FAA Business Practices and Services
- Aircraft Certification
- Operations Regulations
- General Aviation Promotional Policies/Activities
- Maintenance Standardization
- Non-Regulatory Ways to Promote and Improve the Safety of General Aviation
- Increasing the Level of Knowledge among FAA Inspectors and Other Employees
- Ways the FAA Can Foster and Promote General Aviation
- Airspace/Airport Access

FAA Central Region Public Affairs

FAA Central Region Administrator James Haight addressing the September meeting of FAA and general aviation industry representives.

- Promoting Product Innovation and Integration of Technology for General Aviation
- Increasing Standardization of FAA Service Delivery to General Aviation
- Non-Regulatory Ways to Increase the Affordability of General Aviation Products and Services
- Parts Certification
- Marketing the Social/Economic Value of General Aviation

Obviously, this would an untenable agenda for a large group, and Haight was beginning to see that it was going to be a large group, judging from the response to the announcements being sent out. Again, the theme of "reinventing government" provided a solution. Each of these topic areas would have a work group to address it, and attendees could sign up for the work group they desired. The meeting would consist of a short, general session, then the attendees would divide up into their work groups and, well, get to work defining the specific problem and resolving it. The work groups would consist of industry attendees and FAA subject matter experts. Neither the industry nor the FAA would chair any group; rather, independent facilitators would control the flow of discussion and assure that personal or organizational agendas did not take over.

And all this would be done in a day and a half.

Anyone who has ever participated in any type of committee work knows that group dynamics have to go through certain stages before the group can effectively function. That takes time, and some groups never become effective for various reasons. Was Haight expecting too much from such a diverse group of people?

Motivation can speed up the formation of a cohesive group, and this was a very motivated bunch of people whose, in Haight's words, "mutual love of aviation. . . transcends our agendas."

A Message from the Administrator

At the opening session on Wednesday, September 8, there were some maudlin references to general aviation as a "troubled child we all love" and "a losing team we all root for." But Jim Haight went straight to the real importance of the gathering—that the FAA and industry were in this together. Meetings like this, he said, "increase the FAA's desire to foster and promote aviation. But we all have to be part of the cure." Many other opening session speakers from the FAA and industry followed, each seeking to be optimistic about the outcome of the meeting and inspirational to those who were actually going to do the work.

It apparently worked. Over 200 aviation enthusiasts began to feel they held the future of general aviation in their hands. Then, FAA Administrator Hinson spoke to them via videotape.

"I think it's clear to all of us that general aviation is at a critical juncture," he said. "You don't need a speech from me about what's happened over the past 10 years. You know that, because you've been through it. We've invited you here to share that experience with us and to give us your ideas on how we can help revitalize this great industry. We know there are no easy solutions. But this conference gives us a chance to take a new look at the way we attack these problems."

Hinson cited some new ways of FAA business: the new aircraft certification rules, the FAA approval of the supplemental use of GPS (". . . the move to GPS may reduce the cost of your onboard avionics by as much as 75%.), and the GAAP. He cited the link between a strong general aviation

industry and the economy—half a million jobs and a mainstay of our export trade. "Like our highways, bridges, and tunnels, general aviation is a national resource. I feel so strongly about this issue that today I am releasing a general aviation policy statement adopting the Action Plan's five-point program as goals for the entire FAA."

(Signed on September 8, 1993, the General Aviation Policy Statement was published on page 1 of the October 1993 issue of *FAA Aviation News* and on the inside back cover of this issue. This issue's editorial is based on Administrator Hinson's videotaped message.)

Administrator Hinson concluded by saying, "I'm looking forward to this conference for the ideas which will help shape our agenda in the decisive months ahead. It's very important to us."

The pep rally was over; it was time to get to work.

The Process and the Results

Also at that initial, general assembly, there was a great deal of consternation about this "work group thing." Sitting around jawing wasn't going to get things done—let's just get to work. John Colomy, Manager of the Standards Office of the Small Aircraft Directorate, kept urging everyone to "trust the process" and to ask for help when needed. "If you want something different for general aviation," he said, "you've got to try something new." Furthermore, if this process didn't work, they would try another.

By the end of the first half-day, jackets and high heels came off, and ties and hair pins were loosened. By the next day, everyone was in casual working attire, and the avenues of communication had become boulevards. At after-hours "conferences" in the hotel lounge, everyone voiced pleasure at the fact that general aviation and FAA could sit down and talk with each other as if, well, as if they were hangar flying. They discovered mutual experiences in Vietnam, with operators, flying air taxis, and so on, and this seemed to convince everyone they were working for the same thing.

It was, in the vernacular of today, awesome.

But not as awesome as the results. The day and a half of talking, discussing, and even wrangling resulted in meaningful ideas, definitely food for thought for the FAA. FAA senior management in the form of Acting Deputy Administrator Joseph Del Balzo and Deputy Associate Administrator for Regulation and Certification Daniel C. Beaudette listened intently to the following recommendations for a new way for FAA to do business:

Airman Certification:

- Analyze the safety record of training flights and low-time pilots and determine if the FAA needs to reassess the training process.
- Implement more comprehensive testing at flight instructor refresher training courses.
- Develop a training manual for flight instructors and emphasize the ability to teach.

FAA Business Practices and Services

- Institute a 90-day moratorium on ramp checks.
- Develop an immunity program for airmen who turn themselves in or voluntarily request a compliance check.
- Develop a "code of conduct" towards the regulated.
- Enhance the customer service philosophy.
- Issue warning "tickets" in lieu of enforcement action for non-injury/non-criminal infractions.
- Increase the delegation of compliance functions.

Aircraft Certification

- Return management to the field for two weeks out of every year.
- Expose management to general aviation as users.
- Participate in cross-training with the industry.

Operations Regulations

- Update and simplify mailing lists and NPRM format and distribute NPRM's to the public for comments in a timely manner.
- Thoroughly automate the process so that NPRM's go to the part of the industry best qualified to comment; e.g., FAR Part 135 NPRM's to FAR Part 135 operators.

Lack of Standardization Among Maintenance Inspectors

- Place the development of maintenance inspectors handbook back into the policy division in FAA headquarters.
- Develop a procedure for industry involvement in policy development.
- Establish a communication system for interpretation resolution in a industry accessible database.
- Define a consistent policy for STC approval versus field approval
- Establish a database that contains all STC's.

Increasing the Level of Knowledge Among FAA Inspectors and Employees

- Continue and expand the Quality Measurement Implement Plan [an ongoing customer service survey that has been tested in three regions and which will eventually extend to all FAA regions].
- Establish an outreach program to provide policy implementation guidance for the lowest level.
- Encourage field inspectors to get more involved with local programs—the three I's concept: Involvement Increases Interest.
- Make time for field inspectors to do general aviation duties.
- Standardize handbook guidance.
- Change FSDO's back to GADO's to emphasize general aviation.

Ways the FAA Can Foster and Promote General Aviation

- Obtain and continue funding for the Accident Prevention Program.
- Consolidate various entities within the FAA into one general aviation office.

Access to Properly Located Public-Use Landing Areas

- Accelerate the development of GPS approaches at general aviation landing areas.
- Revise and update the advisory circular for the State Airport System Plan.

FAA Central Region Public Affairs

John Colomy, Manager of the Standards Office of the Small Airplane Directorate.

Promoting Product Innovation and Integration of Technology for General Aviation

- Encourage greater FAA acceptance of new technology.
- Improve the certification process by eliminating artificial constraints, expanding delegated certification authority, and allowing more flexible means of compliance.
- Complete plans for transition to advanced systems so that industry can plan its investments accordingly.
- Provide uplink graphical weather information.
- Organize the FAR by category of aircraft.

Non-Regulatory Ways to Promote and Improve the Safety of General Aviation.

- Increase the emphasis on the Accident Prevention Program by assuring the Accident Prevention Program Manager has the human resource support and fiscal resources to make the program proactive; rename the program to place emphasis on safety education and promotion.
- Improve the selection criteria for Accident Prevention Program Managers and place a priority on communication and sales ability as well as management of volunteers.
- Improve the Accident Prevention Counselor Program by developing improved criteria for selection, by providing quality control and management by the Accident Prevention Program Manager, and by conducting initial/recurrent counselor training.
- Expand the outreach of the Accident Prevention Program to all aspects of general aviation.
- Recognize industry contributions on joint safety programs.

Maintenance

- Establish an industry/FAA task force to revise FAR Part 43, Appendix 3 to expand the amount of preventive maintenance a pilot/owner can do.
- Consider extending aircraft inspection intervals from annual to biennial and from 100 hours to 200 hours.
- Simplify the replacement parts certification process.

Increasing the Standardization of FAA Service Delivery to General Aviation

- Establish a process for timely resolution of differences in interpretations and establish a follow-up procedure to all FAA offices to prevent recurrence.
- Educate general aviation on FAA processes.
- Establish an Associate Administrator for General Aviation or designate a Regional General Aviation Administrator.

Non-Regulatory Ways to Increase the Affordability of General Aviation Products and Services

- Participate aggressively in aircraft litigation to defend the federal preemption position.
- Fund a study to investigate the merits of mandatory liability insurance for all FAA airman certificate holders.
- Review the certification process as a key cost driver in the affordability of general aviation products and services.
- Help promote general aviation through public awareness programs and marketing.
- Explore new ways to encourage pilot starts.
- Work with the Department of Commerce to promote international sales.

Parts Certification

- Review PMA design approval process and determine appropriate action.
- Speed up the design approval process.
- Expand the use of DER's for design approvals.

The Aftermath

Not bad for a day and a half's work.

Deputy Associate Administrator Beaudette's personal favorite was the 90-day moratorium on ramp checks. "Maybe," he said, "it should be 120 days—120 days we could devote to the promotion of general aviation."

Deputy Administrator Del Balzo added, "If we can find a way to do only some of the things suggested, we can make a difference in general aviation." He continued, "We owe you a response, a short term response by November 1 and something more substantive by early 1994."

To paraphrase what they used to say in the serials, "Join us next month to find out just what the FAA's commitment was."

Some of the recommendations from the Kansas City General Aviation Conference have already been incorporated into the annual management plans for all of Flight Standards and for the General Aviation and Commercial Division. More of the recommendations will be incorporated into an upcoming revision of the GAAP. Consequently, we—FAA and general aviation—can look forward to interesting times over the next four years.

Jim Haight closed the conference by stating, "We asked for honesty, and we got it. We wanted to see if we could form a partnership to save something we all love, and we did."

Did we save general aviation? The attendees' consensus was that at least the resuscitation had begun but that the rehabilitation could be long and involved, requiring therapy for both the industry and the FAA. But it's a start.

The terms "reinventing government" and "changing the way we do business" have been bandied so much lately that they are already near-clichés. This conference was a different way for FAA to get things done, but what is key here is that the voice of the people not only must be heard; it must be heeded.

Said Jim Haight, "Aviation symbolizes humanity's continual striving to reach beyond our grasp. We can't let the dream die." ■

REBUILDING GENERAL AVIATION

An Interview with Central Region Administrator James Haight

The General Aviation Conference was not the only thing going on in the Central Region the first week of September—after all, a Regional Administrator has to manage the entire region. However, it became quickly apparent that this conference was close to the heart of James Haight, a former U.S. Air Force pilot who joined the FAA as an aviation safety inspector and moved up the "ranks" to his current position. He was present physically and devoted many hours of time and energy to it. Why? The issue was important to him, service to his customers was important to him, and both of which are evident from the talk—too impassioned to be called an interview—I had with him on the second day of this ground-breaking meeting.

Duncan: What happened to "stir this up?" Was there a specific event?

Haight: When I came to the Central Region a year and a half ago, I knew that the FAA was turning toward a customer focus. The customers here are primarily small airplane manufacturers.

Duncan: You wanted to reach out to them?

Haight: It was important for me as the new Regional Administrator to do just that. I decided to use something that had been successful in other regions—specifically by [Acting Deputy Administrator] Joe Del Balzo when he was Eastern Region Administrator—the listening session.

Duncan: Listening sessions are very broad in scope. How did a listening session become a conference on the future of general aviation.

Haight: As we were setting up the listening session for manufacturers, we began to get feedback from within the FAA and from the general aviation community here that perhaps we needed to broaden the horizon somewhat and address *general aviation.* Basically, we wanted to be responsive to the needs of the customers in the Central Region, and when I proposed this to the various division managers in Central Region, Ben Tollison, the Flight Standards Division Manager, volunteered to take the ball and run with it. All the concerns in the region worked to put together the listening session, but Flight Standards was the focal point.

Duncan: Why did you feel the issue of general aviation revitalization was so important?

Haight: General aviation benefits everyone—they just don't know it yet!

Duncan: What do you feel is the state of general aviation?

Haight: Actually, there is some disagreement about the state of general aviation. From the input we were getting when we set up the first meeting in May [1993], we learned that some people think it's dead, some people didn't want FAA involved because we could only make it worse—leave it alone, in other words—some people were crying for help, ours included. Consequently, we wanted last May's meeting to be something different.

Duncan: What do you mean 'different?'

Haight: We wanted speakers from the FAA and from industry who would challenge some of the complaints and the complainers and who would stimulate some thought about general aviation's condition and what we could do about it. That certainly happened.

Duncan: Give an example.

Haight: Well, I concluded May's meeting by asking everyone a rather direct question: 'Is general aviation worth saving?'

Duncan: That's pretty direct! What was the answer?

Haight: The answer was clearly, yes, but action rather than words was needed.

Duncan: What do you mean 'action rather than words?'

Haight: The FAA already had the General Aviation Action Plan as a policy document, but what the FAA needed was a more specific focus on its general aviation customers.

Duncan: In other words, the words look good on paper, but what are we going to do about it?

Haight: Exactly.

Duncan: And what came out of the May meeting that falls under 'action?'

Haight: We identified 15–20 general aviation issues that needed to be addressed—product liability, new technology, costs, even how the FAA does business.

Duncan: Let me guess, one meeting was not enough?

Haight: We immediately realized we needed another meeting to flesh out some of these ideas we had. Our original intent was for one meeting, the results of which we would turn over to industry for action, but the issues we identified were of a scope that meant we had to meet again. And here we are.

Duncan: I'll be the Devil's Advocate here. What would you say to people inside and outside the FAA—or the industry for that matter—who might say that commercial air travel is where it is and that general aviation should be allowed to die a quiet, dignified death?

Haight: I disagree that commercial air travel is 'where it is.' In the FAA and in the media that is certainly where the focus is. General aviation is not in the media focus until there's an accident,

but that's only part of its story. General aviation doesn't have its story told.

Duncan: What part of it doesn't get told?

Haight: That everyone benefits socially and economically from general aviation. Just as importantly, general aviation has not told its own story. We need to do that.

Duncan: Does the industry agree with that?

Haight: This need to get the word out on general aviation became apparent to everyone at the May meeting, and people are beginning to come around to the concept of spreading the word about general aviation to the public—not just preaching to the choir.

Duncan: Why was it so important to include industry in this endeavor?

Haight: The customer focus, of course, but also there are some things that are beyond the scope of the FAA, beyond what is appropriate for an agency in the executive branch of government to do.

Duncan: Such as?

Haight: Such as tax relief, product liability reform. Lobbying for these things is where industry is its most powerful. This is where we need their help.

Duncan: In setting up both of these general aviation meetings, did you encounter skepticism from the industry?

Haight: The people from industry who were in on planning the May meeting were working with us, but there was skepticism in the room. But, by their presence and their response to the evolution of this process, they showed they wanted the opportunity to try. That was what mattered.

Duncan: Is that what has brought them here in great numbers?

Haight: Interestingly enough, I think what was most attractive to them was the fact that the meeting, the inviting of national representatives from industry, was not going to be held in Washington, DC. That was a real draw, an indicator that, at last, FAA in the field was becoming involved in customer service.

Duncan: The "inside the beltway" politics certainly are refreshingly missing. What are your feelings about this second meeting?

Haight: It's what I hoped it would be and better than I anticipated, if that makes sense.

Duncan: Try to explain it a little.

Haight: For example, the level of enthusiasm among the participants is better than I hoped, but it's exactly what I hoped for. The people here really wanted to work, and they rolled up their sleeves and did just that—enthusiastically.

Duncan: What happens next?

Haight: There will probably be another follow-on, judging from the action items that are coming out of the working groups.

Duncan: In your opening remarks you indicated that you wanted "action not plans for another meeting."

Haight: Right, but we are going to get so many good recommendations, specific recommendations that we—FAA and industry—have to analyze them before presenting them to FAA senior management.

Duncan: Are you optimistic about any of the recommendations being accepted?

Haight: I am convinced that steps will be taken, positive steps, but they have to evolve. There is one definite possibility, and that is here in the Central Region we have supplied a model to be shared with the rest of the regions. That is, it is time now to focus on specific issues. Meetings like this may be the mechanism. What might follow on is that the specific recommendations are not taken up at one big meeting but at several smaller ones across the country.

Duncan: Was that the intent from the beginning?

Haight: Absolutely. Our intent was not to spotlight the Central Region but rather to try to put the resources and thought toward an agency-wide model. If it worked we wanted to hand it off to other regions to use; if it didn't we would take the hits.

Duncan: It is quite a monumental effort and is certainly a success thanks to a great many Central Region employees.

Haight: I need to give credit to a wide variety of people in the Central Region, but if I try to list them I'll invariably leave someone out. Central Region employees from all the disciplines worked very hard to make both these meetings a reality. It was not a one-person or one-organization show. Central Region personnel rallied around the concept with enthusiasm and gave so much of themselves. They should get the credit they so rightly deserve.

Duncan: They just did.

FAA Central Region Public Affairs

FAA Aviation News *Editor Phyllis A. Duncan interviewing FAA Central Region Administrator James Haight at the September General Aviation Conference.*

Piper Aircraft Corp.

Pilot Decision Making

by Tom Hamilton

Errers

Decision Making

This is Part Five of a seven-part series that first appeared in Balloon Life *magazine in 1989 and was originally written for balloon pilots. We have left the lighter-than-air examples in because the overlying issue of pilot decision making affects all pilots.* ***—Editor***

Over the last four issues our continuing series on Pilot Decision Making has examined the elements of risk, crew management, stress, hazardous attitudes, accident statistics, and making decisions. Utilizing sound judgement to make decisions leads to safer flight habits and fewer mishaps. In our earlier discussions it was pointed out that the National Transportation Safety Board attributes most accidents to pilot error.

Pilot error, as mentioned before, is an over simplification. This article is about why people make mistakes. It is about all of us, for we all make errers.

Errors are sometimes deadly. The NTSB attributes more than two-thirds of all fatal aircraft accidents to pilot error. On the average, one private pilot per day executes a surprise belly landing (fixed wing) simply because the pilot forgot to lower the wheels.

What causes someone who is trained to error? To be human, you have to possess the capability of making random deviations. When those deviations are beneficial, we call it genius. When they are not beneficial, we call it error. The human mind is called upon to perform such a voluminous array of tasks that the opportunities for error become great. Ford Motor Company once estimated that its assembly personnel face three billion opportunities for error every day.

The process of error is better understood when the human mind is viewed as a complex information-processing system: a supercomputer. The mind accomplishes a task by means of plugging into a series of subconscious components, much like a computer program utilizes a series of subprograms. One psychologist calls these schemas.

For example, when you go to fly in a balloon race, you rarely think to yourself, "Now I am going to pull the balloon out of the truck, then lay it out, attach the cables, put the baggie in the basket, start the fan. . . " Instead, you think in a broader agenda: "Now I am going to inflate the balloon." Pulling the balloon out of the truck is a subprogram, or schema, and since it is a common task, your brain plugs into it automatically. That schema in turn is composed of a number of more detailed subprograms that coordinate the actions of your hands and feet and receive input from your eyes and ears.

Suppose you face a difficult task of a high wind inflation during competition. You prepare the aerostat for inflation without a second thought, turn on the fan, and light the burner. Musing upon the situation that faces you during the flight, you take off and suddenly realize that you forgot to bring along the baggie to drop on the target. What happened? You activated the schema that dealt with the high wind inflation and it, at least momentarily, dominated your normal "take the baggie along" schema. Since that schema became temporarily inoperative, it threw your larger "Now I am going to inflate the balloon" schema out of whack.

We tend to use previous experiences as a guide as much as possible. We process new information only enough to figure out where it fits into the structure of previous knowledge. This is done, in part, by forming a description of the information, a description that characterizes things at as high a level of abstraction as possible, because that form of abstraction takes less mental effort.

This mental laziness is generally beneficial because it saves our resources for more important tasks. But it also fosters a tendency to see what we expect to see instead of being receptive to reality. When, early last January, you wrote 1992 on a check, you erred because you plugged into your familiar "write the year of 1992" schema.

Continued on page 16

Dean Chamberlain

Flight Standards Service
Small Service—Big Job

by Dean Chamberlain, *Associate Editor*

A Typical Day of An Inspector
Part Two

This is the second of a two-part series on the FAA's Flight Standards Service. For those who did not see Part One in our October issue, the series is designed to help everyone work more effectively with the Flight Standards Service, its local Flight Standards District Offices (FSDO), its aviation safety inspectors (ASI), and its support staff nationwide. Part One introduced the series by providing an organizational overview of Flight Standards and a typical FSDO. Our representative FSDO is the Washington FSDO located at Dulles International Airport in northern Virginia near Washington, DC.

In this part, we will take a more in-depth view of a "day" in the life of an inspector, albeit a "very long" day based upon some select inspector activities at the Washington FSDO.

A Flight Standards District Office (FSDO) determines the resources it dedicates to specific projects in large part by the needs of the aviation community it serves. Although the Washington FSDO is a representative FSDO, some of the activities discussed in this article may or may not be done at all FSDO's. For example, some FSDO's work more with air carriers, while others work with agricultural operators or repair stations as a primary activity.

All FAA aviation safety inspectors (operations, airworthiness, and avionics) share certain duties in addition to their primary duty of ensuring flight safety within their respective areas of expertise. For example, FAA inspectors investigate accidents or incidents as well as public complaints involving inappropriate aircraft operations or inadequate maintenance practices.

Operations Inspector

For those new to aviation, operations (ops) inspectors work primarily with pilots and aircraft operators to ensure their compliance with appropriate Federal Aviation Regulations (FAR) and FAA operating procedures such as FAR Parts 91, 121, 133, 135, 137, and 141. Ops inspectors, like all other inspectors, are classified into one of two categories: air carrier related operations or general aviation operations which include corporate, small air carriers, agricultural, and external load operators among others.

Both types of ops inspectors share certain duties. Their responsibilities differ only in the unique requirements of the particular section or sections of the FAR they work with. For example, although there are certain common rules between FAR Part 121 and FAR Part 135 operations there are enough differences between the two FAR parts to make them separate inspector job tasks. All ops inspectors perform required pilot and air crew flight check rides for their respective operators. However general aviation inspectors also conduct various initial airman certification flights including the important initial flight instructor applicant check ride.

Remedial Training

Ops and airworthiness inspectors also work with pilots and maintenance technicians in the FAA's Remedial Training Program. Remedial Training is a program for airmen who have been involved in certain, inadvertent acts of non-compliance with the FAR. For those airmen who qualify for Remedial Training, an inspector can recommend that they be offered the option of remedial training as the best way to ensure their future voluntary compliance with the FAR. For example, if a pilot is offered the program and accepts Remedial Training, an ops inspector works with the pilot and a flight instructor to design a training program that will increase the pilot's knowledge and/or skill level to a point sufficient to prevent a similar act of non-compliance in the future. The flight instructor provides the training at the pilot's expense and then certifies to the FAA that the training has been completed. After all conditions have been met, the ops inspector notifies the pilot that the FAA considers the matter

closed. Two years after satisfactory completion of the Remedial Training course of study, the FAA expunges the incident from the pilot's FAA records. For airworthiness issues, an airworthiness inspector would follow the same procedure to design a training program for the maintenance technician involved. For additional information about the program, you can contact your local FSDO.

Meeting an Inspector

Today, it is possible for a pilot to fly a lifetime and never meet an FAA safety inspector. A pilot can be trained, certificated, and add ratings through designated pilot examiners who act for the FAA aviation safety inspector. Safety inspectors assure that pilot examiners carry out their responsibilities professionally and serve the airman community efficiently.

If you do meet an inspector it is important to know that inspectors carry FAA Form 110A, which is the FAA Inspector's Identification card. The "110A" contains a photograph identifying the individual. If an inspector fails to show you his or her identification card, you should ask to see it. Although 50,000 people work for the FAA, only 2,500 are Flight Standards aviation safety inspectors.

Tip number one is for you to always check for proper identification of anyone who says he or she in an FAA aviation safety inspector. If you are still in doubt, you should ask for the "inspector's" name, and call your local FSDO to verify the person's identity.

An inspector might ask to see your airman's certificate or medical certificate, as well as appropriate required aircraft documents. Unless you have been involved in an accident or incident, an inspector meeting you on an airport ramp is probably simply conducting a routine, random spot check of airmen and aircraft to ensure that the pilots and aircraft on the ramp are properly certificated and meet current safety requirements. Random ramp checks should be viewed by both inspectors and pilots as an opportunity for safety education. They are only one of the ways the FAA and airmen can work together for voluntary compliance with the FAR.

PACE

Another way the FAA is working to ensure everyone's voluntary compliance with the FAR is through its new Pilot and Aircraft Courtesy Evaluation Program. More commonly known as PACE, the program is a joint effort by both operations and airworthiness inspectors to provide a courtesy review of a pilot's flight skills and aircraft's airworthiness. During a no-fail PACE inspection, pilots and aircraft owners make an appointment at the PACE site for the FAA to inspect their aircraft and to fly with those pilots whose aircraft have been found in compliance with all appropriate regulations. An important part of the program is the fact that no FAA enforcement action or 609 pilot checkrides will result from any discoveries made during the voluntary PACE Program. The program is designed to identify and correct safety problems before they can cause an accident. For more information on PACE, you should read the story of how PACE originated in the FAA's Great Lakes Region on page 18 of this issue.

Information

Another benefit of getting to know your local inspectors is for the information they have access to. For example, an inspector can help you identify accident trend information for your type of activity or aircraft. Your local Accident Prevention Program Manager (APPM) is also one of the inspectors every airman should get to know. That's right; your friendly, local APPM is also an experienced aviation safety inspector. This is why your local APPM can not only provide you with information about scheduled safety seminars, but he or she can also provide you with important safety and operational information. Access to timely FAA safety information is probably one of the best reasons for everyone to get to know his or her local ASI or APPM.

NASA

Besides knowing the pertinent sections of the FAR, every airman should also know about the NASA Aviation Safety Reporting System and its reporting rules. Depending upon circumstances, filing a timely NASA safety report might protect you in case of an alleged act of non-compliance involving the FAR. If you do not know about the NASA ASRS, call your local APPM. He or she will be glad to send you a copy of the NASA reporting form which explains the program if one is available. You can also write to the Office of the NASA Aviation Safety Reporting System, P.O. Box 189, Moffett Field, CA 94035–0189 for more information.

Information and help are two important reasons for contacting the FAA, but what happens if you are involved in an alleged reportable accident or incident. (Remember only those accidents or incidents that meet the appropriate FAR or NTSB definition need be reported.) If you are involved in a reportable event and an ASI does not meet you at the scene, you will either be contacted by telephone or certified mail to arrange a meeting to discuss the event.

Customer Satisfaction

Most meetings with aviation safety inspectors should be positive, productive, and educational, but if you have any concerns about any meeting with an inspector, you should call the FSDO manager and discuss the issue. Each FSDO manager reports to a Regional Flight Standards division manager. (There are nine division managers who report to the Director of Flight Standards.)

A "Typical" Day

After having spent days working with inspectors at Washington FSDO, this writer can say with conviction, "There is no such thing as a typical inspector day!" Part of the reason is because inspectors have many responsibilities. Another reason is inspectors work with a number of different operators. As a result, inspectors may work with different people every day. One day an inspector might be scheduled to give an initial flight instructor check ride. The next time the inspector does a flight check it might be with a FAR Part 135 operator, or an airline transport pilot applicant, or with an air carrier for an en route check. Some days the inspector might have to drive miles across the district to work with one of his or her assigned operators. Other days the inspector might be working in the office. At other times the inspector might be working on one of the various programs mentioned in the article such as at a PACE site, or working with a pilot developing a Remedial Training course of study. Regardless of their daily schedule, all inspectors also have to meet all FAA annual assignments as well as meeting the needs of their assigned operators and keeping up with all unscheduled, "walk-in" projects. The requirement to coordinate the needs of many airmen and operators makes having the ability to manage time and limited resources efficiently an important inspector asset. Another is the ability for all potential inspectors to be able to work well and effectively with all members of the aviation community and the public.

That ability is important because in the course of a "typical" day, an inspector may work with seasoned aviation professionals who know the industry, to young people just entering the profession, to someone complaining about a low flying aircraft. All of whom deserve the same attention, courtesy, and professional service regardless of their aviation experience, knowledge, or comments.

Some of the types of work an inspector may do was discussed in Part One of this article, which appeared in our October 1993 issue. One example was the Washington FSDO's involvement in approving the use of a new type of aircraft for both a regional commuter airline and a charter air carrier earlier this year. For those not familiar with the approval process, or who did not read Part One, an equipment upgrade involves more than just adding a new type of aircraft to a company's flight and maintenance schedules. A typical upgrade can involve hundreds of hours of work on the part of many FAA operations and airworthiness inspectors as they review, approve, and monitor the training and operating experience that the operator and crews need to demonstrate to the FAA before receiving FAA approval. The following example illustrates one of the unique jobs done by ASI's during one of the certifications.

Cabin Safety

Normally, when we think of inspectors, most of us think of either ops or airworthiness inspectors. But there is a small group of inspectors within the Flight Standards Service that many airmen may not think about when they think about an air carrier certification. Two FAA cabin safety specialists, one from Washington and one from New York, were an important part of the FSDO certification team. The approval process for the FAR Part 121 charter operator required that its cabin attendants as well as its flight deck and ground crews for the new aircraft be trained and tested to FAA standards. That requirement resulted in several cabin safety tests. The tests included both ground and airborne testing. One ground test was done in California. Another test was done at Washington Dulles International Airport. FAA inspectors spent many hours on the ground and in flight working with, inspecting, and monitoring the air carrier during the certification process. In both cases, the operators and crews had to demonstrate to the FAA their ability to safely operate their respective aircraft under the conditions of their operating certificates before they could fly with paying passengers.

It was dark. It was cold. And it was wet. Melting piles of dirty snow from the Storm of '93 stood along the edge of the ramp. An aircraft taxied in the background as a group of FAA inspectors stood waiting in the passenger area of one of the FBO's at Dulles International Airport. They were waiting for the right amount of darkness. Then, with special flashlights in hand they quietly surrounded an aircraft on the ramp. Several entered the aircraft and could be seen moving about its interior. Noise from the generator connected to the aircraft added to the aircraft sounds on the ramp and to the jet engine sounds heard in the distance. A small group of interested onlookers watched from a distance. Then someone shut the door on the giant, 409-passenger-aircraft. Carefully, the truck-mounted boarding ramp used by the FAA inspectors and others going in and out of the aircraft moved back from the aircraft. Cabin attendants could then be seen moving about the darkened interior preparing the aircraft for departure. Suddenly, some of the giant aircraft's eight doors flew open. Cabin attendants could be seen standing in the doorways yelling evacuation instructions.

TEST PREPARATION

One of the best ways for a pilot applicant to prepare for any check ride with an inspector or FAA designated examiner is to buy a copy of the current FAA Practical Test Standards (PTS) for the intended test. The PTS not only outlines what knowledge and performance areas you will be tested on, they list the standards you must demonstrate. The PTS also provide a checklist of required documents, testing materials, and type of aircraft needed for your respective test. If more pilot applicants knew, used, and could meet the standards in their respective PTS for the rating or certificate sought, there would be fewer failures and more satisfied pilots, designated pilot examiners, and FAA inspectors. See page 20 for more information about PTS.

Another important training tip is the fact the PTS are also a good checklist for evaluating your instructor's teaching ability. If your instructor is not training you to meet *all* of the tasks and objectives listed in the PTS for your rating then it may be time for you to hold a serious student to instructor talk to find out why you are not being trained to meet those standards. It may be time to find a new instructor. As you prepare for your test, both the oral and flight, remember the appropriate PTS are the only standards you must meet. Gone are the days when an inspector or designated pilot examiner could broadly determine their own standards. Today, you know what you are going to be tested on and the standards you must meet before you go for the test. Now, your fate is in your own hands, and your ability to meet the PTS requirements.

Another important reference you should review before a check ride or before filling out an application are the appropriate FAR that pertain to whatever you are applying for. You need to make sure you meet all the FAR requirements such as age, flight experience, training, medical qualifications, required certificates, etc., before you schedule a meeting with your local testing center or FSDO. You can bet the inspector has a copy of the FAR and will use it to review your qualifications.

Application Forms

Checking the PTS and the FAR are just two of the ways you can save yourself time and effort during any certification process. The final check all applicants need to make may be the hardest. In talking to several inspectors about this article, they said some of the most common errors applicants make are not following directions and completing all of the required spaces. One critical question for all applicants is the question about drug or alcohol related convictions. A wrong answer or deliberate falsification could jeopardize your certificate and your aviation career. Read the question and answer it correctly.

Your final check should be for any required endorsements that an instructor or designated pilot examiner must make. Instructors and examiners have been known to make an occasional mistake in signing off an applicant's paperwork.

The important thing for everyone is to avoid any mistake that can delay your check ride, test, or application. Discovering a problem at the FSDO or designated examiner's office is a waste of everyone's time. If you are an initial flight instructor applicant, it is not a good way to start your evaluation as a potential flight instructor with the authority to sign off other applicants' paperwork if your own paperwork is incorrect!

Another paperwork tip for all pilots is to list all of your flight experience on your application form. Although you are only required to record those hours required to show currency or those required for a specific certificate or rating in a reliable record, it is a good idea to record all hours and to list those hours on your next airman application form. This builds a record of your experience with the FAA in case you ever lose your records. This FAA record could save you both flight hours and much personal aggravation if you ever have to reconstruct your flight time after losing your flight records.

Flight Tests

The final tip for check rides is for every pilot to remember that he or she is pilot in command. As discussed in FAR § 61.47, Flight tests: Status of FAA inspectors and other authorized flight examiners, an inspector or examiner is only PIC by prior arrangement or if required by safety to take control. Applicants are expected to plan for and comply with all appropriate regulations when planning their check flight as well as during the check ride. An inspector or examiner does not have the authority to ask any applicant to violate any rule or FAR. Every applicant and for that matter every pilot should always resolve the question of PIC and what role any pilot sitting in the other seat is expected to play during any flight. As PIC, you cannot expect another pilot to act or react as you might expect in a tense situation without prior coordination. On a check ride, applicants who expect the inspector or examiner to perform specific tasks during the flight must brief them before the flight and get their concurrence. The final check ride tip is, to paraphrase an old cliché, to plan your flight based upon the Practical Test Standards then fly your plan. If you do, you should have a successful check ride.

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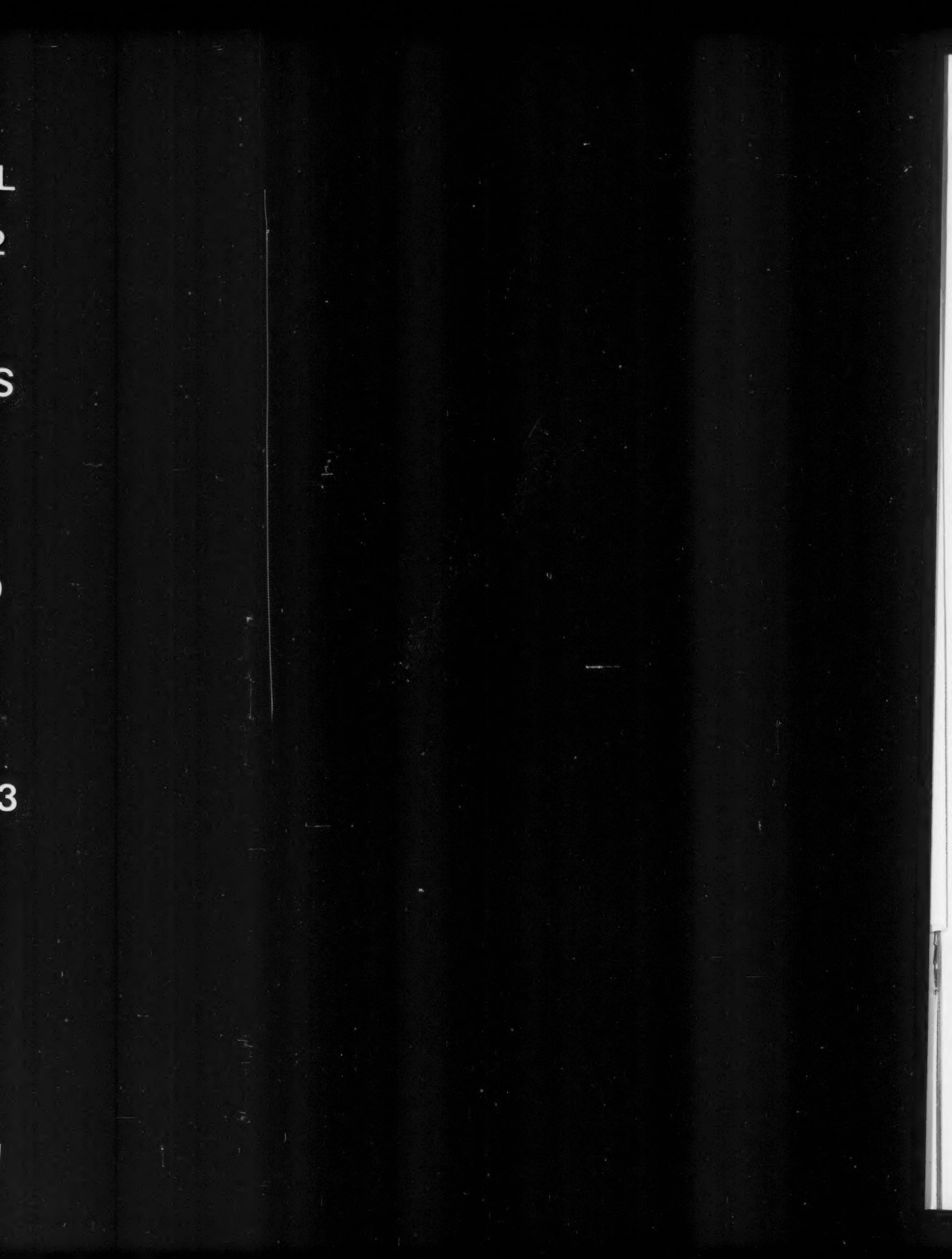


A scene from the latest Hollywood movie? No, it was just another night in the "day" of a FSDO inspector doing his or her job. This night, inspectors and cabin safety specialists were conducting a mini-evacuation test at Dulles as part of the new aircraft certification process described earlier. The inspectors, led by the air carrier's principal operations inspector and the Washington FSDO's cabin safety specialist, were testing the airline's cabin attendants training and training program by seeing if newly trained attendants on the aircraft could safely evacuate the 409-passenger jet in a specified amount of time or less using prescribed procedures. The test, designed to evaluate the cabin attendants and their training without the use of passengers, was part of the airline's certification process to operate the McDonnell-Douglas MD-11 aircraft the air carrier wanted to add to its fleet.

The late-night evacuation test was only part of the air carrier's certification process. Like other types of air crew training, the airline had to get FAA approval for its flight attendant training program before it could conduct the required training with FAA monitoring. And like other certification items, the final cabin safety test was an airborne one that had to be successfully completed before the cabin crews could fly with passengers. Timed evacuation tests are only one example of the required flight attendant training and recurrent training all cabin crews must complete before they can fly with passengers with any airline. Because of their important safety role in the event of an incident or accident, flight attendants are trained to handle many kinds of emergencies ranging from helping a choking child or heart attack victim, to fighting a cabin fire or quickly evacuating an aircraft following an emergency.

Airworthiness Inspectors

Participating with their office counterparts in all of this work were the airworthiness (AW) inspectors. As explained in Part One, like operations (Ops) inspectors, AW inspectors and avionics inspectors tend to specialize in either air-carrier or general aviation airworthiness areas. And like Ops inspectors, airworthiness inspectors are involved with more than just aircraft airworthiness issues. They monitor the training

SO YOU WANT TO BE AN FAA INSPECTOR

The following is a summary of some of the minimum qualifications needed by someone wanting to be an FAA operations, airworthiness, or avionics aviation safety inspector. Since cabin safety specialists are recruited so infrequently, their position requirements are not listed. For specific Federal Government employment application requirements, you should contact a Federal Jobs Information Office in your area, your local Flight Standards District Office, FAA Regional Office, or FAA Headquarters in Washington, DC. You can check your local telephone directory under U.S. Government for the telephone number of your local Federal Jobs Information Center or FAA Flight Standards office, or you can send inquiries to the Federal Aviation Administration, Human Resource Management Division, Operations Branch, AHR-150, 800 Independence Ave., S.W., Washington, DC 20591.

Operations Inspectors

General aviation inspectors: 1,500 flight hours, 300 hours within the last three years, and 1,000 hours within the last five years; hold either an airline transport pilot certificate or a commercial pilot certificate with instrument, single and multi-engine land airplane ratings; and have a valid flight instructor certificate with instrument, single, and multi-engine airplane ratings. The applicant cannot have had more than two flying accidents within the last five years.

Air carrier inspectors: 1,500 flight hours; pilot in command time in large (over 12,500 pounds gross takeoff weight); 100 hours in large aircraft within the last three years; and 1,000 hours within the last five years.

Maintenance Inspectors

General aviation inspectors: work experience on aircraft under 12,500 pounds gross takeoff weight; work experience in a repair station, airline repair facility, or military repair facility; and three years supervisory experience. Applicants must have an Airframe and Powerplant (A&P) rating.

Air carrier inspectors: work experience similar to that required for a general aviation inspector except experience must be on aircraft with a gross takeoff weight of 12,500 pounds or larger.

Avionics Inspectors

General aviation inspectors: avionics work experience similar to general aviation maintenance inspector except an A&P rating is not required.

Air carrier inspectors: avionics work experience similar to air carrier maintenance inspector except an A&P rating is not required.

Federal Government Employment

In addition to meeting the aviation work experience requirements for a specific type of inspector position, all aviation safety inspector applicants must meet current Federal employment requirements. In addition, select individuals must submit to urinalysis for illegal drug use before and after employment.

Equal Opportunity

As a Federal Government agency, the FAA is an equal opportunity employer. All qualified candidates will be considered regardless of race, color, religion, sex, or national origin. As an equal opportunity employer, the Flight Standards Service encourages qualified minorities and women to apply for inspector positions.

Hiring Freeze

At the moment, there is a hiring freeze at the FAA. This information gives you an outline of the minimum qualifications needed to be an inspector when the register opens after the hiring freeze is lifted.

FAA Airworthiness Inspector Dale Allen checking an engine for fuel at a crash site.

and certification of maintenance technicians, inspect and certify maintenance training programs, inspect and certify repair facilities, and approve the designation of maintenance technicians with inspection authorization (IA) authority. Designating IA's is an important inspector function because, although a maintenance technician with an Airframe and Powerplant (A&P) certificate can work on an aircraft, only an IA can approve certain types of aircraft maintenance work and the required annual aircraft inspection.

Airworthiness and Safety

AW inspectors are also important members of any FSDO certification team involved in the certification of either a new operator or an established operator adding new aircraft to its fleet. AW inspectors ensure the aircraft and maintenance personnel meet appropriate airworthiness standards and that they use operating procedures designed to ensure the public's safety. This safety role is especially important. History has shown some troubled air operators may try to save money by skimping on maintenance or simply not doing it. If such practices are not discovered by AW inspectors, public safety could be jeopardized. To prevent this problem, or to minimize its impact, the FAA conducts major safety inspections on certain airlines when they go into or are operating under bankruptcy procedures. The FAA wants to make sure that as long as the airlines are operating, they were maintaining the minimum level of safety required of all airlines.

Suspected Unapproved Parts

AW inspectors also play an important safety role in investigating the distribution, sale, and use of suspected unapproved parts on certificated aircraft. This role is critical because not only is public safety at risk, but aircraft owners and operators can lose thousands of dollars when unscrupulous dealers sell them unapproved parts that cannot legally be used on certificated aircraft. Compounding the problem is the fact that whenever an unapproved part is installed on a certificated standard aircraft, that aircraft becomes unairworthy because it no longer meets the requirements of its original type certificate. For an in-depth look at the unapproved parts issue, you can read the article, "Suspected Unapproved Parts" in the September 1993 issue of *FAA Aviation News.*

Repair Stations

Another important function AW inspectors are involved in is the certification of FAA-approved repair stations. For those not familiar with repair stations, they are FAA-approved facilities that can within the limitations of their FAA operating certificates maintain or alter; airframes, powerplants, propellers, or appliances. After certification, AW inspectors ensure that repair stations continue to perform their vital repair functions according to the FAR and appropriate procedures.

This is just one example of the many types of jobs that ASI's perform during a "typical" day.

Aviation Safety Inspectors

Aviation safety inspectors do many things during a day from answering questions about aviation to monitoring over 13,000 certificated operators world-wide! Although they do many different things during a typical day, the one thing they all strive to do is to provide the public with accident free aircraft operations with the highest standards in the world! So the next time you see or meet an ASI on or off the job, stop and say hello. They are there to serve all airman in the prevention of accidents and in the promotion of safe flying. ■

Editor's Note: *Information about inspector involvement in the certification of amateur-built aircraft and helicopter external-load operations will be published as separate articles in future issues.*

Errers

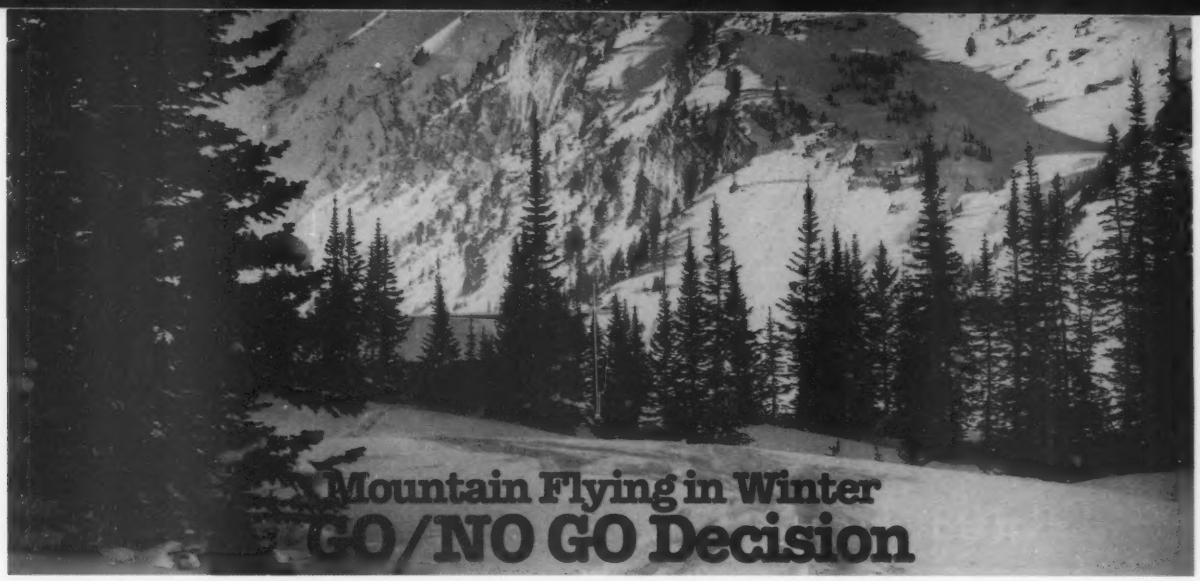
Continued from page 10

Errors can also occur when a familiar schema reaches out and grabs us because we strayed too close. For example: very absentminded persons in going to their bedroom to dress for dinner have been known to take off one garment after another and finally get into bed, merely because that was the habitual issue of the first few moments when performed at a later hour. Have you ever been driving down a familiar road going to a different location than normal only to make the wrong turn towards that "usual" place that you go to?

Fatigue, distracting noises, and emotional stress are well-known factors that cause us to plug in the wrong schemas, but they do not account for all occurrences. The fact is, random "schematic" errors will be with us always, for they are part of the system that makes us human. Recognizing that error is a byproduct of thinking, you can work to reduce the consequences.

Planning, practice, goal-oriented flying, and thinking "what if?" are elements that help to make for safer flying and avoidance of "errers." ■

Next issue is Part 6—Do You Remember How? Our thanks to Mr. Tom Hamilton, publisher of Balloon Life *and author of this series, for permission to reprint these articles. For subscription information contact Mr. Hamilton at 2145 Dale Avenue, Sacramento, CA 95815; (916) 922–9648.*



Mountain Flying in Winter
GO/NO GO Decision

by Ken Watters

I am the co-editor of the Seattle Flight Standards District Office's aviation safety newsletter, *AeroSafe*. Almost every fall, we run at least one article reminding pilots to be cautious about flying over the Cascade Mountains in the winter. And almost every year, there is at least one airplane lost in the Cascades because of icing and weather.

For me the go/no go decision over mountains in the winter has always been relatively easy—ever since I flew for an air taxi firm that would not permit charter flights over the mountains in non-deiced airplanes in anything less than strict VFR, period. If that policy was good enough for them, it was good enough for me.

So, what prompts pilots to head off into dangerous conditions? It can't be ignorance of the dangers; after all, Flight Service does a good job of trying to tell us about turbulence and icing, and they've taken criticism for trying to discourage flight into adverse weather. All one has to do is read the newspapers after one of these crashes to find out more than you want to know about the dangers of mountain flying in the winter.

In trying to recall the thoughts that have gone through my own mind when planning winter flights, and in my experience with some of my students and other pilots, I thought I would try to examine some "critical attitudes."

Flights at Risk

It seems that the flights most often at risk are those made by privately owned and flown aircraft, as opposed to corporate or FBO owned and rented planes. I am sure there is good reason for this: Corporate flight departments have policies regarding when flights may be dispatched, as do many FBO's. Pilots operating their own aircraft have to make all of these decisions on their own. There is little or no support—other than what might be obtained at a weather briefing and those are rarely performed in person.

The Routine Activity Trap

A common pitfall when flight planning is what I will call "routine." This is the feeling that flying is really a routine activity; i.e., one flight is much like the next. Since nothing has ever gone wrong before, why should it now? After all, this airplane has always gotten me there before—no reason for that to change now.

Any pilot who has ever flown in a high-risk environment such as combat, traffic-spotting, medevac, etc., will tell you how foolish that attitude is. They have learned to expect trouble on every flight and are relieved when it doesn't happen.

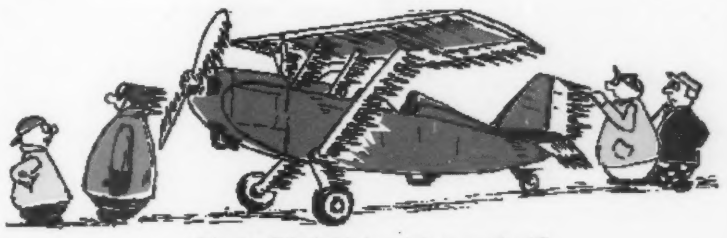
It's All a Matter of Perspective

Another dangerous attitude is what I will call "perspective" or actually, lack of perspective. A pilot with this attitude will lose sight of what is really most important about every flight—his or her life and the lives of the passengers. Ridiculous though it may sound, I've heard it expressed many times: "I didn't buy a (fill in the blank with any expensive, deiced, turbo, multiengine, whatever airplane) to stay on the ground. This should handle anything I encounter."

Talk to test pilots who check out deicing systems or who fly in Alaska in the winter or who do thunderstorm research if you really believe there's enough

Continued on page 19

SIDE-SLIPS
by Dale Martin, APC, SEA FSDO



"Just a little light rime icing, my foot!"

Great Lakes Region Sets the "PACE"

by Bill Coons

On May 1,1993, at Aurora Airport, Illinois, some pilots were heard to make these comments:

"My friends told me that if I took my airplane to be examined by the FAA that the next thing to be examined should be my head. So, I did it anyway. They actually did find that my transponder and Mode C were inoperative, but they got me a waiver to get back home and have it repaired."

"I didn't have the octane decals on the tanks, so quick as a wink, they made me decals on a machine, stuck them on, and now I'm legal again."

"I've always had problems holding a heading, but after 30 minutes with an FAA operations inspector, I was flying as steady as a rock and straight as an arrow."

By way of explanation, let's back up a bit in time—to June 9, 1990, to be exact. That's when FAA Accident Prevention Program Manager Denis Caravella and the staff at the DuPage FSDO came up with the idea to offer pilots a courtesy evaluation of their flying skills and, at the same, time look at the airworthiness of their airplane. This was the classic and truest example of "We're from the FAA, and we're here to help." And at no charge the idea was certainly affordable. However, that old fear of punitive action was still in the minds of those who mistrusted the FAA.

The program was called "Operation Fixed Wing," and it actually caught on despite those who thought the idea was too good to be true.

Denis got things rolling, and soon more and more pilots were bringing their airplanes in to be evaluated. The program got so popular that the FAA Administrator endorsed it. Now it is operating nationwide, but one thing has changed.

Now it's called "PACE"—Pilot and Aircraft Courtesy Evaluation. (It seems that the Helicopter Association International thought the name might confuse some people into thinking they couldn't bring their helicopters in.) The game is the same; only the name has changed.

PACE is designed for all categories of aircraft from balloons to jets.

Back to May 1, 1993, and the PACE operation at Aurora Airport. Airplanes started arriving well in advance of their appointed times. Three teams of inspectors met 14 airplanes and 16 pilots.

The first step was an airworthiness document review: airworthiness, weight and balance, equipment list, flight manual, current maintenance status, and AD record. This was followed by a walk-around that emphasized propeller nicks, worn tires, or anything visible that might be or become a flight hazard.

The next step involved a check of the ELT, transponder, and communications/navigation equipment, including GPS or Loran units. The final step was a flight evaluation—but only after the airworthiness portion had been completed and the aircraft judged to be airworthy. (In case of an airworthiness problem, a ferry permit may be issued to enable the pilot to return to his or her home airport for repairs.) The inspectors examined the pilots' logbooks, medical certificates, and pilot certificates. The actual flight evaluation consisted of a take off, basic air work, and several landings. A nice twist here is that you could "confess" the area in which you may be deficient, and time was spent on that area.

PACE is designed to be a skill evaluation not a flight check. In fact, you

Most aircraft soar through PACE with flying colors. In this case, a propeller A.D. needed to be complied with. The pilot was happy with the discovery.

CANNOT fail. You may, however, ask for an evaluation of your flight and any observations from the inspector.

Fourteen airplanes flew in that day, and 14 airplanes flew out. Not too bad. A few discrepancies were noted, but that's pretty good for the supposedly "bad guys."

FAA policy on PACE states, "No enforcement or administrative action will be taken as a result of any evaluations conducted under the PACE program." True or not? Well, while I was gathering information for this story, I asked the DuPage FSDO for a list of people who participated. Imagine my surprise when Denis told me that except for the inspector activity log, all of the records had been destroyed.

This went over so well, that we had another one in October. They are starting up all over the country. So, don't be surprised when you sign up if you are greeted by smiling people who say, "Hi, there. We're from the FAA and. . . " ■

*Mr. Coons is an Accident Prevention Counselor for the DuPage FSDO. Our thanks to DuPage FSDO manager Michael J. Nowicki for sending us the article.—**Editor.***

An aircraft records check is made before any flying is done in PACE.

GO/NO GO

Continued from page 17

money to buy your way out of inconvenience. You'll be convinced. Again, put it in perspective: How much is your life and your passengers' worth?

"Get-there-itis"

A subset of the perspective trap is one I'll call "importance," otherwise known as "gotta get there." It has several forms, from a need to be at work Monday morning to a need to be at any "important" event, such as a meeting or even a sports event. Of course, perspective is lost when the pilot forgets what is REALLY important here (all together now: his or her life and the lives of the passengers). There is ALWAYS an alternative to making a dangerous flight, no matter how inconvenient.

"Air-Headed?"

Finally, something seems to happen to some pilots' judgement when they are actually in the air. It seems as if, having committed to making the flight, there is no turning back. They've made the decision to go, and that's that. They will then sometimes wind up in conditions so bad that had they known about it before leaving the ground, they never would have taken off. Somehow, the thought of an alternate plan or playing the game of what I call "what if?" doesn't happen. Like the battery-powered bunny, they just keep on going and going and going. . .

Should you find yourself in a situation where you are not really comfortable about making a flight, slow down a bit and think, hard. There are some risk situations that some airplanes and pilots are just not meant to handle. I've often been tempted to compare flight in instrument conditions to the ultimate video game, where you get only one chance.

The difference—and it's a big one—is that in this game if you die, the game's over—no extra lives. ■

Mr. Watters is an Accident Prevention Counselor and publishes AeroSafe *for the Seattle FSDO at his own expense. In May 1992, Mr. Watters received the first annual "Friend of Flight Standards" Award at Flight Standards national awards program. The cartoonist, Dale Martin, is also an Accident Prevention Counselor in the Seattle area. You'll see his amusing and thoughtful cartoons in upcoming issues.*

Dean Chamberlain

The Practical Test Philosophy

by E. Allen Englehardt

The Practical Test Standards (PTS) publication has been jointly created by the FAA and industry and represents the FAA standardized tests for certification. The Practical Test Standards are the essential part of FAA's intent to assure the public of a fair and objective evaluation process. All examiners and FAA inspectors are required to test applicants in accordance with the procedures and standards found in the PTS.

The practical test is the final step in the FAA certification process. It serves the dual purpose of determining that the applicant has completed the required training to a level of proficiency required by the FAA and that the applicant can safely perform the tasks required for the certificate or rating sought.

The process of the practical test is to observe the applicant as he or she completes the routine, non-routine, and emergency tasks that are required of the applicant in order to operate safely. The examiner or inspector evaluates these tasks through both oral questioning and the observation of ground and in-flight procedures. Oral questioning may be used at any time throughout the test. Questions will always be of a practical nature and should generally be referenced to the respective sources shown in the PTS for the particular task.

Evaluating pilot technique, procedures, or answers to oral questions, based on reference sources other than those shown in the PTS, may be inappropriate and inconsistent with a sense of fairness to the applicant and the recommending instructor. Such procedures or questions should be avoided. Likewise, requiring an applicant to state seldom used aircraft limitations and procedures from memory, without the use of normally available placards, markings, and aircraft limitation material, is also inconsistent with the philosophy of an objective practical test. A sense of fairness to the public during the conduct of the practical test is of the very highest priority for the FAA.

The examiner's role is to represent the FAA fairly and objectively during an applicant's final evaluation process. This role requires the proper use by examiners of the PTS. Following are some "philosophical notes" that examiners could and should keep in mind when conducting practical tests in accordance with the PTS.

Simulating Emergencies and Inoperative Equipment

A designated pilot examiner conducts the flight test of an applicant for the purpose of observing the applicant's ability to perform satisfactorily. FAR § 61.47 explains that the examiner's status during flight tests is that of an observer and states that:

"...the inspector or other examiner is not pilot in command of the aircraft during the flight test unless he or she acts in that capacity for the flight, or portion of the flight, by prior arrangement with the applicant."

Such an arrangement would be required in order to conduct a flight test under instrument flight rules when the applicant is not instrument rated or when an unsafe situation develops that requires examiner intervention.

When a practical test requires an examiner to test emergency procedures, such as failures of equipment or loss of engine power, the examiner should discuss with the applicant before the flight the preferred method to be used in order to simulate the particular emergency safely. Examiners must keep in mind that only the pilot in command can authorize the examiner to disable engines or other components and systems of the aircraft intentionally. Notwithstanding the authority of the pilot in command, examiners are expected to use good judgement while administering tests and must avoid intentionally disabling any component or piece of equipment that can not be done so safely.

Cross Country Flight Planning

The private and commercial pilot practical tests both require the applicant to plan a cross country flight to the maximum range for the particular aircraft used during testing. Evaluation of this task permits examiners the opportunity to test the applicant's judgement as well as performance by

observing and checking the pilot's computation of fuel requirements following his or her consideration of weather reports and forecasts, reserve fuel, and alternates available if the planned flight cannot be completed as planned. This task can best be evaluated by allowing the applicant the responsibility to determine the range of the aircraft by their selection of a cross country destination. It is the applicant's decisions regarding his or her determination of aircraft range that is an important part of the examiner's evaluation of judgement during the testing of this task.

Short Field/Maximum Performance Landings

The private and commercial pilot practical tests also require applicants to demonstrate a short field/maximum performance landing. During this demonstration the applicant is responsible for the selection of a suitable runway touchdown point. Selection of the touchdown point is based on required aircraft stopping distance, existing obstructions, and available landing distance for the particular runway. If a simulated short field is used, examiners must inform the applicant of the simulated length of the runway. The applicant's pilot judgement may then be evaluated based on his or her selection of a safe touchdown point.

Partial Panel

The instrument rating PTS require the demonstration of a partial panel non-precision approach procedure. Examiners are required to place special emphasis on fundamental attitude-instrument partial panel skills. This area of special emphasis testing is the result of FAA concern over increases in fatal aircraft accidents involving spatial disorientation of instrument rated pilots following the loss of the aircraft's gyroscopic instruments.

For most instrument rating applicants using typical general aviation aircraft, a loss of the aircraft vacuum system is the most likely cause of a simultaneous failure to the attitude indicator and heading indicator. This failure is one of the in-flight emergency (loss of radio communications or navigation radio is another) that must be tested during the instrument rating practical test. The failure of the aircraft vacuum system can be tested in two ways: Fundamental Skills and Partial Panel Approaches.

Fundamental Skills

The fundamental skills associated with this emergency are tested by observing the applicant demonstrate partial panel air work such as timed turns and compass turns to headings, climbs and descents at constant airspeed and rate, and unusual attitude recovery without the use of the attitude indicator.

Partial Panel Approach Procedure

The demonstration of a partial panel non-precision approach procedure will provide an opportunity for the examiner to test the applicant's fundamental skills as applied to a practical problem. It will also test the applicant's judgement relating to loss of the aircraft's vacuum system and the associated gyroscopic instruments. Applicants should demonstrate their knowledge of resources that may be available during emergencies and should demonstrate judgement in resource management.

Following a loss of the aircraft's vacuum system, a pilot would be expected to inform ATC as to the nature of the emergency and to advise ATC if any Special assistance may be needed. special assistance in this case may include a request for ATC help in coordinating with an FSS in locating the closest area of VFR weather. If VFR weather cannot be located, applicants should request assistance from ATC in locating the closest airport with a suitable instrument approach procedure. Other assistance, if radar is available, may include special considerations from ATC concerning radar-vectored turns to specified headings, special requests for no climbing or descending turns, wide radar intercepts for the instrument approach course, and special radar assistance and surveillance during the conduct of the approach.

Since ATC's normal workload will only permit special assistance and consideration during actual emergencies, during testing examiners may wish to simulate ATC response to pilot requests.

As a point of clarification, it should be understood that while good judgement would always dictate a pilot's selection of an ILS approach when available, the instrument rating PTS specifically require the demonstration of a partial panel non-precision approach (VOR or NDB) as the standard for evaluation. This requirement is not intended as a suggestion or recommendation for the use of such procedures during actual emergencies but only as a means to encourage training in that area.

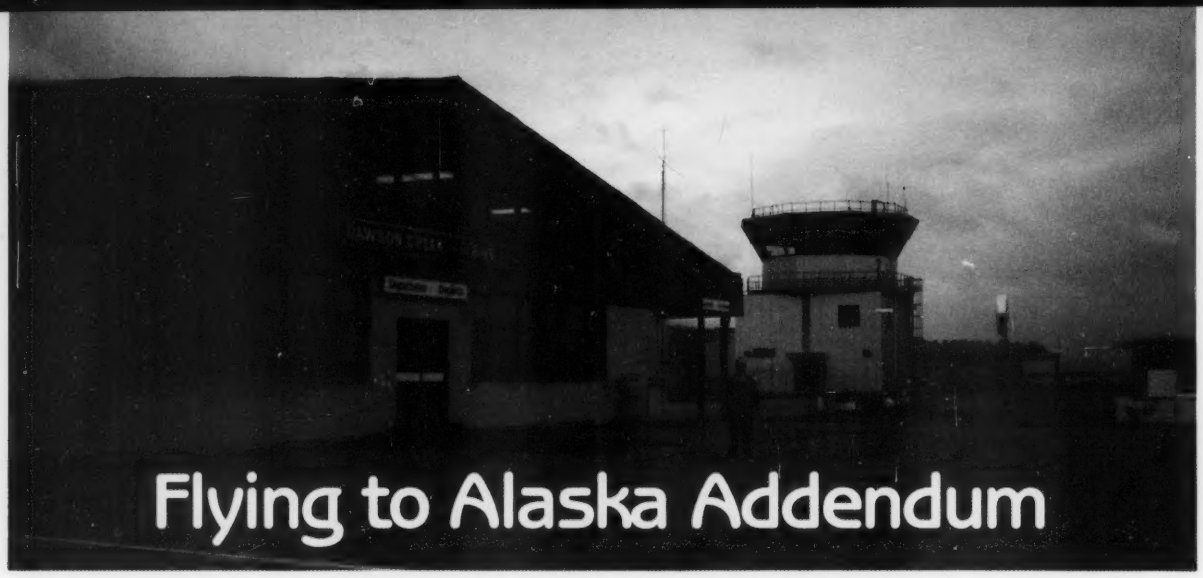
Dean Chamberlain

The PTS are the only standards an applicant must meet for both the oral and the flight test.

Conclusion

Examiner's should keep in mind that it is the nature of a practical test that encourages the applicant to demonstrate good judgement and use all available resources during the flight. The successful conclusion of an in-flight emergency is always the pilot's primary objective, and the applicant's use of all resources available is consistent with the philosophy of a practical test. ■

Mr. Englehart is also an Accident Prevention Counselor in the FAA's Great Lakes Region and a first officer for United Airlines. He gave this presentation at Sun'n Fun and Oshkosh.



Flying to Alaska Addendum

Once in a while a letter needs more than just a small space on the Flight-FORUM page. This is such a letter. As you read it you will see why.

The City of Dawson Creek and the citizens of our community who are interested and dependent on activities and movements at our Airport are concerned with the information contained in the above mentioned publication. (Editor's Note: The above mentioned publications are the FAA Aviation News-*Flying to Alaska article and reprint.)*

Dawson Creek is very proud of the services provided at the Airport and strive to have people stop here, especially American itinerants.

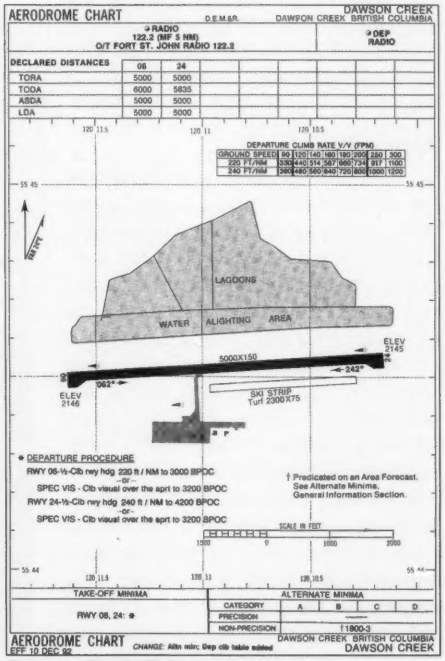
Some of the services we provide and do not charge for are parking, camping, and hospitality.

I am including a copy of the information contained in our Canada Flight Supplement and draw your attention to the fact that we have a Flight Service Station in Dawson Creek and the FSS staff can give you all the information needed to fly the Alaska Highway.

Bob Trail
Mayor
City of Dawson Creek,
British Columbia, Canada

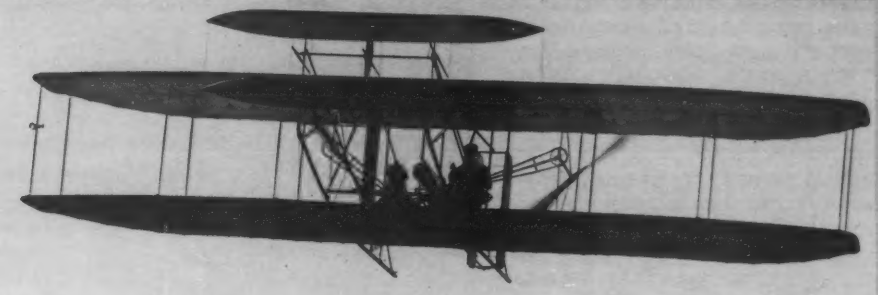
Everyone planning on flying to Alaska via the Alaska Highway should take note of the Mayor's comments. In our article, we stated although Milepost Zero is in Dawson Creek, flight planning is better accomplished at Fort St. John, a short 47-mile hop away to the northwest and on the highway, where there is a flight service station and weather office for flight planning assistance and weather briefings. Although we contacted Transport Canada and our FAA counterparts in Alaska about the accuracy of our information, we did not contact individual communities or airports listed in the article regarding their services.

Although each pilot must make his or her own flight planning decisions based upon all available information, pilots flying the Alaska Highway may want to stop at Dawson Creek to start their trip at Milepost Zero. Dave Carpenter, when contacted at the Dawson Creek FSS about this reply, described his FSS as, "Just the darn nicest little Flight Service Station in western Canada." According to the Airport Manager, Mr. Harald Hansen, the year and a half old, 2.5 million dollar Dawson Creek Flight Service Station is the newest FSS in Western Canada. To find out more about the Dawson Creek FSS, you can contact it by calling (604) 782–5375 during the hours of 1345Z to 0515Z. You should contact the Fort St. John FSS at (604) 787–0434 during other times. For additional information about Dawson Creek airport or community, you can contact City Hall from 8:30 a.m. to 4:30 p.m. at (604) 782–3351. After those hours you can contact the Airport Manager, Mr. Harald Hansen, at home by calling (604) 782–7628 or Mayor Bob Trail at home by calling (604) 782–2352. Dawson Creek, BC, airport information is listed in the Canadian Aerodrome/Facility Directory. The Dawson Creek airport identifier is CYDQ. ■



Dawson Creek, B.C., aerodrome chart

The Wright Questions



This is an unusual Famous Flight but an appropriate one as this December marks the 90th anniversary of the Wright brothers' first powered flight. It begins with a letter and a search to find the answers to some intriguing questions. ***—Editor***

Your July/August issue contains many of the informative articles that I look forward to. Your magazine is a fine publication and I wish you continued success. However, being a history buff—especially aviation history—and a career police officer I could not pass over your early aviation statistics on page four without a few questions.

Your first entry that the Wright brothers made their first powered flight in 1903 is a given. Your second entry regarding Orville's wind shear accident brought me to a halt. Several questions came to mind.

Where did the accident occur?

Who investigated the accident and determined "wind shear?"

Was the term wind shear actually used in 1904?

As far as the investigation goes, I can surmise that the Wright brothers did their own since the NTSB, FAA, or anyone else was not around at that time. If they did investigate their own, I can see why they blamed it on the weather. If Glenn Curtiss had done the follow up it would have been pilot error.

I realize that none of this means a hoot eighty-nine years later in our now very complex aviation world, but if your article on early aviation stats was meant to arouse my interest, it did.

Dave Miner
Reno, NV

Your first question is easy to answer. The accident occurred at Huffman's field near Dayton, OH in the summer of 1904. The other questions are a bit more difficult to answer.

The term wind shear was not used at that time. The Wrights blamed the accident on wind gusts. According to Fred C. Kelly's book, *The Wright Brothers,* Orville was piloting the airplane when it hit a gust of wind and began to rise rapidly. Just as quickly the wind suddenly stopped sending the airplane towards the ground at a steep angle. Orville was thrown from the plane before it hit the ground and the upper wing spar came to rest across the middle of Orville's back. The only thing that saved him from serious injury was a damaged two foot section of the spar was missing and just happened to coincide with Orville's position on the ground.

Another interesting fact discovered while researching this incident was that Wilbur coined the term "stall." In a letter to Octave Chanute he described their flights on June 21, 1904:

"Today we had our first decent chance [to fly], but as the margin was very small, we were not skillful enough to really get started. The first two flights were for a distance of a little more than a 100 feet and the third 225 feet. On this one Orville almost got away, but after about 200 feet he allowed the machine to turn up a little too much and it stalled it. He had a speed of about 18 miles on leaving the track, but the rise necessary to gain a little room for maneuvering reduced this to about 16 miles, and as the wind was blowing only 8 miles, and unsteady at that, the resistance was too high to permit rapid acceleration, owing to the great angle of incident required. To get started under such conditions requires perfect management. We are a little rusty. With a little more track and a little more practice we hope to get a real start before long and then we will see what the machine can really do in the way of flying. The machine landed nicely each time without any injury at all." ■

FLIGHT**FORUM**

• Question of Visibility

I am writing this letter to request a clarification of a question published in the Flight-FORUM of the FAA Aviation News magazine.

The question involves an answer that was given in the April 1993 issue entitled "Visibility Defined." I believe your answer here is incorrect. I am enclosing an excerpt from the FAR "P" pages, specifically Amendment 91–173, effective May 8, 1981 ("Thus §§ 91.116(c)(2) and 91.116(d) retain the concept of pilot determination of specified visibility and clarify the frequently misunderstood point that the visibility referred to is flight visibility), which will provide a basis for my opinion.

Thanks as always for publishing a great and informative magazine.

Robert Anderson
Scottsdale, AZ

Thanks for the compliment. The answer in the April issue is correct. Landing and takeoff visibility are ground-based measurements.

• Important—not Critical

After reading your response to "Legal Approach Plates" in the May-June issue, I find I must ask some further questions. You stated, "You could have a situation where the amendment number is still current, but critical radio frequency information or airport diagram information on the IAP may not be current." If the information is critical, it is clear that the amendment number should change. What can I do to rectify this potentially hazardous situation? Who should I write?

Bruce Miller
Prosper, TX

There is no need to write to anyone. After reading your letter, we wish we had used the word important rather than critical. But regardless of the word used, the most important thing you and everyone else can do is to use current instrument approach procedures (IAP) and check Notices to Airmen (NOTAMS) for possible changes to the IAP'S you plan on using. Government IAP's are published with current information every 56 days with an update issued at the 28 day point. NOTAMS are issued as required. In addition to changes to IAP's, NOTAMS may also be used to inform that the IAP is not authorized.

• Left Hander Special

I always enjoy your magazine. There is something of value and informative interest in every issue. Even humor is present for the observant.

Your September 1993 article on Winter Ops on page 23 features a Grumman AA5A unlike any I have ever seen before. Must be a special for left handers. I like your magazine.

Emil Duchay (Grumman Owner)
Minneapolis, MN

We try to have something for everyone. Seriously though, the photograph was reversed in printing. Thanks for pointing out our mistake. We wonder how many other pilots recognized the error.

• Outer Marker Requirement

I am writing this letter to request a clarification of a question published in the Flight-FORUM section of the FAA Aviation News magazine.

The question involves an answer that was given in the March 1993 issue entitled "Outer Marker Approach." I believe that it is not a requirement to have an outer marker (or authorized substitution) in order to conduct a full ILS approach. The GSIA marks the beginning of the final approach segment of a full (using the glide slope) ILS approach. The outer marker, by itself, provides very little information to the pilot. However, when flying an ILS approach with an inoperative glide slope (localizer approach) the outer marker (or legal substitution) normally would serve as the FAF and therefore be required.

Robert Anderson
Scottsdale, AZ

Outer markers or an authorized substitute are required. Paragraph 1–10 of the *Airman's Information Manual* and FAR § 91.175(k) apply.

• Cross Country Endorsement

Assume a student pilot holds a valid medical and student pilot certificate which has been endorsed by an authorized instructor for a specific make and model aircraft to be flown in solo flight. In addition, the student's logbook has been endorsed within the 90 days prior to the student operating that make and model aircraft in solo flight. The instructor has attested that instruction has been given and proficiency obtained in areas of FAR §§ 61.87(d), (e), and (m), and 61.93(c)(1) and (2).

For a specific cross country flight greater than 50 nautical miles from the original departure point, I have assumed it is legal if the logbook endorsement attesting that the student can make the flight safely under known circumstances is given by an authorized instructor under FAR Part 61 who has reviewed the student's preflight planning and preparation, but is a different instructor from the one who has endorsed the student's certificate after having given the student instruction in FAR areas § 61.93(c)(1) and (2).

Under FAR § 61.93(d)(1) and (2), it might appear that the instructor who endorses the student's logbook for a specific cross-country flight must be the same instructor who has endorsed the student's pilot certificate. Yet, under Far § 61.193(b)(3), flight

FAA AVIATION NEWS welcomes comments from its readers. We may edit letters for style and/or length. We will select one representative letter from those on the same topic for publication, and because of our bimonthly publishing schedule, responses may not appear for several issues. We will not print anonymous letters, but we will withhold names or send personal replies upon request. Address: Editor, FAA AVIATION NEWS, AFS–810, Washington, DC 20591.

instructor authorizations, it would appear that, providing all other endorsements are given, any authorized instructor may sign off a student's logbook for a specific cross-country flight after reviewing preflight planning and preparation procedures, although they have not given that student instruction in areas FAR § 61.93(c)(1) and (2). Am I correct in assuming that the instructor who has endorsed the student's logbook for a specific cross-country flight in accordance with FAR § 61.93(d)(2)(i) may be different from the one who has endorsed the student's certificate?

Seth Rosan
Saratoga Springs, NY

Yes.

• Chandelle Pitch-up

What degrees of nose up pitch attitude are indicated respectively, by the two short horizontal lines placed, one above the other, above the horizon bar of the attitude indicator? In performing a chandelle, which of these two lines should indicate the highest pitch-up attitude to be attained during the maneuver?

Cyril Toker
Ponte Vedra Beach, FL

We can't say without access to the aircraft or instrument manufacturer's instrument information. Each manufacturer decides how to mark its attitude indicators for pitch according to the guidelines in the following reference. The reference, the Society of Automotive Engineers Inc.'s Aerospace Standard, AS 8001, Minimum Performance Standard for Bank and Pitch Instruments (dated September 1975 and reaffirmed October 1984) does not specify the number of degrees that must be indicated by any pitch graduations. It only requires that pitch be marked to display a range of at least plus or minus 50 degrees in both normal and inverted attitudes with markings to at least 20 degrees nose up and down. AS 8001 does require that a zero pitch reference be provided.

Regarding your question about flying a chandelle, neither mark should be used as a chandelle is a visual maneuver and should be accomplished by reference to outside references. Due to all of the variables in flying a chandelle with various aircraft, the FAA pilot Practical Test Standards (PTS) does not specify a specific pitch indication such as you suggest. The PTS only talks about maintaining a constant pitch attitude and rolling out of the maneuver at the 180° point just above a stall airspeed and momentarily maintaining that airspeed without stalling. Stalling is disqualifying.

• Complex Endorsement

In regard to FAR § 61.31, should there be a log book endorsement for a pilot receiving instruction and demonstrating competency in an aircraft with greater than 200 horsepower and a separate endorsement for instruction and demonstration of competency in a complex aircraft regardless of horsepower?

There appears to be some debate as to whether or not a person can act as PIC of an aircraft with greater than 200 horsepower with a complex endorsement received in an aircraft with less than 200 horsepower.

John A. (Jack) Ford
West Jordan, UT

No. Either endorsement meets the requirement for both endorsements.

• Second-in-Command Time

I would like to ask you a question about the logging of flight time.

FAR § 61.51(c)(3) says that a pilot may log as second in command time all flight time during which he acts as second in command of the aircraft on which more than one pilot is required under the type certificate of the aircraft, or under the regulations under which the flight is conducted. I am curious whether time logged while acting as a crew member in a foreign air transport operation should be logged under the regulations of that country which the company is registered in, or whether the compatible U.S. regulation should be consulted, in the case where an airman plans to use his or her flight experience to apply for a U.S. airman certificate? For example, a pilot acting as second in command (SIC) in a Piper Navajo *in Canada for an Air Taxi Operation would consult the applicable Canadian regulations or FAR Part 135 to decide which time logged could be apply towards the U.S. ATP certificate?*

Uwe Goehl
Prescott, AZ

The FAA has no jurisdiction over the logging of flight time by an airman serving as second in command of a Canadian Air Taxi aircraft operation. However, in general, flight time gained by an airman as a crewmember of an aircraft in foreign aircraft operations, when logged in accordance with the specific requirements of FAR § 61.51, (for example, as second in command) is creditable toward meeting U.S. airman certification requirements. It should be noted that any specific instruction or endorsement specified under the FAR for the U.S. certificate or rating applied for must be made bya person authorized under the FAR to provide the instruction and/or endorsement.

• NORDO Procedures

I can't get a consistent answer to this question from anyone, including Flight Standards. Perhaps you can give me "the official word." If I am NORDO, (no radio) and IMC and I arrive at the IAF of my destination airport early, do I immediately shoot the approach and land, or do I hold until my ETA and then shoot the approach and land?

Name withheld
by request

As per FAR § 91.185(c)3, you would hold until such time as you could commence your descent or descent and approach as close as possible to the expect further clearance time if one has been received, or if one has not been received, as close as possible to your estimated time of arrival (ETA) as calculated from the filed or amended (with ATC) estimated time en route. In other words, you hold until you only have enough time left to fly the published approach procedure and touchdown at your ETA. The Airman's Information Manual (AIM) provides guidance on this and other procedures such as lost communication transponder procedures you may want to review before operating IMC.

Maintenance Technician Awards Program Takes Off

The Federal Aviation Administration's Aviation Maintenance Technician Award Program (AMT) celebrated its first birthday on October 1st. During this time over 35,000 awards were handed out nationwide to general aviation and air carrier maintenance technicians and their employers. The intent of this highly successful awards program is to foster professionalism and provide FAA recognition for initial and recurrent training that a technician has received or their employer has provided.

The Awards program for both technician and employers is divided into five award categories: Bronze, Silver, Gold, Ruby, and Diamond. Each award starting with Bronze is more difficult to achieve than the one before it. However, the technician or employer is not locked into a repetitive lock step process of acquiring the Bronze award before earning the Silver, Silver before the Gold, etc. This awards program is flexible and runs for 12 calendar months from October 1 to September 30. The training requirements for each award must be met within that one year period. If you meet the requirements for the Diamond award the first year, you then apply through the local Flight Standards District Office and they will be glad to issue you one. Technicians receive a Certificate of Training and a lapel pin. Employers receive a Certificate of Excellence.

Technicians must meet the training requirements based on classroom hours of attendance. The training requirements are not easy. The Bronze award requires six hours of training, but the Diamond award requires 100 hours of training including 40 hours of college or college level courses in mathematics, English, science, management subjects, or related courses.

The Employer's award is based on the percentage of technicians who earn a Certificate of Training. For a Bronze Certificate of Excellence an employer must have five percent of the work force awarded a Certificate of Training. The Silver Certificate of Excellence requires 10 percent; the Gold, 15 percent; the Ruby, 20 percent; and the Diamond, 25 percent.

For further information contact FAA, Awards Program Manager, AFS-361, 800 Independence Ave., SW, Washinton, DC 20591. Telephone 202 267–8616. This program is designed for all Aviation Maintenance Technicians. To provide you with a better perspective of what is happening in the aviation maintenance community, here are examples of three different participants:

USAir Maintenance Department personnel at Boston's Logan Airport received Ruby (above) and Bronze (below) awards.

Air Carrier Participation:

Recently, USAir, Boston Maintenance Department, was presented a FAA Diamond "Certificate of Excellence," because 93 percent of its maintenance technicians earned their own individual AMT awards. The award was accepted on behalf of the 120 member technical staff by Mr. Ron Danner, USAir-Boston, Maintenance Manager. The awards were presented by Mr. Gary S. Lopez, Manager, and Mr. Thomas A. Welman, Geographic Unit Supervisor, of the New England Flight Standards District Office, and Mr. Barry Otto, Aviation Safety Inspector, Flight Standards at Logan Airport, Boston. USAir says the AMT Awards program will help enhance recognition of the importance of safety training, and USAir is proud to take a leadership role in this effort.

Aviation Gulf Coast Helicopter Company Presentation

The Baton Rouge, Flight Standards District Office, recently presented AMT awards and Employer awards to Aviation Gulf Coast Helicopter company a division of ERA Helicopter in Lake Charles, Louisiana. As of April 1993, Aviation Gulf Coast has provided at least 40 hours of training to 103 technicians or 97% of their maintenance work force. For this accomplishment Aviation Gulf Coast Helicopters was awarded the FAA "Certificate of Excellence" Award. Mr. John E. Able, Team B—Certification, Mr. James A. Jackson, Principle Aviation Safety Inspector Operations, and Mr. Laurel W. Johnson,

Aviation Safety Inspector Airworthiness of the Baton Rouge FSDO presented the Diamond "Certificate of Excellence" to Mr. Mark Jones, Director of Maintenance with Mr. Bob Gillespie, Chief Inspector, also in attendance.

General Aviation participation in the State of Ohio

Sixteen aviation technicians who work for the State of Ohio, Department of Aviation, Division of Aviation Bureau of Aircraft Support Services will receive the Silver "Certificate of Training" award from Flight Standards District Manager Hortense M. Vick. Jerry Wray, Director of Transportation for the State of Ohio, and John B. Cornett, Deputy Director, Division of Aviation, will accept the "Certificate of Excellence".

The State of Ohio has an FAA approved Repair Station to maintain its 15 plus general aviation aircraft. As one of the largest FAR Part 91 operators in the state, it goes beyond the minimum safety requirements.

Avionics Safety Check

A review of an NTSB accident report safety recommendation to the FAA revealed several important safety items that might be of interest to all pilots. The 1992 report concerned the crash of Alitalia Flight 404 on November 14, 1990, in Switzerland. The crash occurred when an Italian-registered McDonnell Douglas DC–9–32 hit the side of a mountain about five miles north of Zurich-Kloten Airport in controlled flight. According to the report, the accident investigation indicated the possible failure of the VOR/ILS system on the aircraft. The report said, "The investigation has disclosed a possible failure mode of the very high frequency omnidirectional range (VOR)/ILS system, which was installed on the airplane, that could have contributed to this controlled flight into terrain. This failure mode could have led the flightcrew into believing they were on course and on the glidepath when they were not."

NTSB reported that, "According to Douglas Company engineers, it is possible that a short circuit or an open circuit in certain models of VOR/ILS receivers could cause navigation instruments to indicate 'zero deviation.' Thus, raw data deviation information on the attitude direction indicator, displayed by the flight director bars, and the horizontal situation indicator could center and remain centered with no failure or warning flag in view. In addition, this short circuit or open circuit could prevent the autopilot and the ground proximity warning system (GPWS) from receiving the proper course and glidepath deviation signals. The autopilot would continue to guide the airplane according to previously established crew inputs, and the GPWS would not sound an alarm due to glideslope deviation or descent below a safe altitude. This could occur if the VOR localizer (LOC) or glideslope signals to the autopilot were interrupted by an open circuit.

"As a crosscheck of the system, the captain and first officer would normally use two separate VOR/LOC receivers for navigation information that would be displayed on their respective instruments. However, without warning flags indicating system failure, the pilots might accept as accurate centered indications and then use the 'NAV' switching function to select the malfunctioning VOR/LOC receiver on both panels."

The report listed the following VOR/ILS receivers that Douglas said did not have an expanded self-monitoring capability to detect this type of failure. The receivers are: Collins model 51RV-1 and model 51RV-4; Wilcox model 806; King model KNR6030; and some versions of Bendix model RNA 26C.

Douglas first reported this potentially hazardous problem in 1984 in two letters to all its operators using the identified equipment. According to Douglas records, Alitalia received the letters. According to NTSB, Alitalia pilots did not receive the information until after the crash. In 1991, Douglas again sent a letter to all of its operators using the equipment restating its 1984 warning.

NTSB also asked the FAA to distribute the warning through its notification system and to foreign governments. The FAA made the appropriate notifications.

One Douglas recommendation in the NTSB report is appropriate for all pilots regardless of the equipment they are using. Douglas recommended that, "... if a discrepancy exists between deviations displayed on the indicators of the same type of instrument, the pilots should carefully compare the VOR/LOC or glideslope deviation information with other navigational aids, such as distance measuring equipment, VOR bearing, radio and barometric altitude, marker beacon, automatic direction finding bearing, and vertical speed. Also, if 'NAV' switching is used, it should be accomplished before localizer and glideslope capture on an instrument approach to allow positive verification of all deviation information that will be used for that approach. Douglas further recommends that if one VOR/ILS receiver is inoperative, the other receiver should be temporarily turned to a nearby VOR station and the selected course varied to ensure that the course deviation indicator moves in accordance with the selected course."

Based upon this report, *FAA Aviation News* believes that several important safety items should be brought to the attention of all pilots and operators. First is the need for all owners/operators to be able to receive and disseminate received safety information about their aircraft and installed equipment to all of their pilots and crews in a timely manner. Although the major aircraft manufacturers and FAA have established means of notifying owners/operators about safety issues, especially air carrier operators, individual general aviation aircraft owners/pilots may not receive important safety information as timely as other operators if they do not keep their current addresses and other required information on file with their respective aircraft/equipment manufacturer and the FAA. The need to be able to receive timely safety information underlines the need for all operators and flight crews to know and understand their equipment and its limitations. Regardless of the type of equip-

ment in an aircraft, Douglas's comments about the importance of cross-checking all navigational equipment before starting an instrument approach is a good reminder for all pilots. This is as important to the VFR pilot as it is to the IFR pilot. Although a VFR pilot is not going to fly an instrument approach to minimums, we have all heard stories of VFR pilots who have been lost after failing to properly check or operate their navigational equipment when they were not following good visual navigational practices. It is important for all pilots to know how to not only use their equipment, but also for them to know when it is not operating properly.

ASOS Booklet

A booklet that explains the National Weather Service's Automated Surface Observing System (ASOS) is now available from your local Accident Prevention Program Manager or nearest Flight Service Station.

The booklet, titled, *ASOS Guide for Pilots*, explains how the automated weather reporting system works as well as its limitations. The booklet provides a detailed explanation of the terminology and symbology used to report the observed weather. It also explains the differences between a manual weather observation and an automated observation. The booklet's back cover has a key printed on it to help pilots read ASOS printed reports.

ASOS units provide weather information to on-site airport users, national communication networks, and for computer-generated voice reports for pilots either by radio or telephone. It is a joint project of the National Weather Service, FAA, and Department of Defense.

A separate five by eight inch card is also available with keys for both the ASOS and the FAA Automated Weather Observing System (AWOS) reports.

EFFECTIVE IMMEDIATELY
FROM THE SUPERINTENDENT OF DOCUMENTS: *FAA Aviation News'* annual subscription cost is $15.00 ($18.75 foreign) for eight issues.

Award winners Kenneth Medley (CFI) and Anthony Saxton (AMT) with Bruce Landsberg, Executive Director of the AOPA/Air Safety Foundation, and FAA Adminstrator David Hinson.

And the Winners Are...

The General Aviation Industry selected its General Aviation Maintenance Technician (AMT) and General Aviation Flight Instructor (CFI) of the Year for 1993 in September. Mr. Anthony R. Saxton of Defiance, OH, was selected as the AMT of the Year. Mr. Kenneth W. Medley of Arlington, VA, was selected as the CFI of the Year. A panel of industry and FAA representatives selected the winners from a list of nominees submitted by the various FAA regions. The winners were honored at an awards presentation and luncheon in Washington, DC, on October 25.

Mr. Saxton is the president and manager of TAS Aviation, Inc., A 1976 graduate of Parks College, he is also the manager of the Defiance Memorial and Van Wert County airports. During his 17 year maintenance career, he has been an active supporter of general aviation. Besides being the maintenance manager for a Part 135 operation, he has become an expert on Cessna light twin aircraft. He shares his knowledge of light twin maintenance through safety seminars and by being an FAA Accident Prevention Safety Counselor. He is also the technical advisor for the "The Twin Cessna Flyer," a magazine published for piston Cessna twin pilots.

Mr. Medley, a flight instructor since 1943, has given more than 7,000 flight instruction hours and has more than 12,000 flight hours total. A World War II military pilot and instructor, he has been a supporter of the FAA's Accident Prevention Program since its founding. As a designated pilot examiner, AOPA Air Safety Foundation flight instructor refresher clinic instructor, FAA Safety Counselor, a founding member of the Capital Area Association of Flight Instructors, and Gold Seal instructor, Mr. Medley has played an important role in flight training and safety in the Washington, DC, area. In addition to his other aviation activities, he also produces the Accident Prevention newsletter for the Washington Flight Standards District Office.

The General Aviation Industry Awards Program is an annual program sponsored by the General Aviation Manufacturers Association, the National Business Aircraft Association, the AOPA Air Safety Foundation, and the FAA. The concept is simple. Each FAA Flight Standards District Office (FSDO) can nominate one AMT and CFI district award winner for its respective region's regional award. Then regional winners compete for the national AMT and CFI awards. The national award winners are brought to Washington for an exciting tour of Washington, the opportunity to meet industry and FAA leaders, and the distinction of being the National AMT and CFI of the Year. Now is the time for everyone to think about next year's program. Anyone can nominate an AMT or CFI to their respective FSDO Accident Prevention Program Manager (APPM) for the annual program. You should contact your local APPM now about next year's program. Application forms for the 1994 program should be available by late spring.

GENERAL AVIATION POLICY STATEMENT

General aviation is critically important to the Nation's economy and to the national transportation system. General aviation plays a crucial role in flight training for all segments of aviation and provides unique personal and recreational opportunities. It makes vital contributions to activities ranging from business aviation, to agricultural operations, to Warbird preservation, to glider and balloon flights.

ACCORDINGLY, IT IS THE POLICY OF THE FAA to foster and promote general aviation while continuing to improve its safety record. These goals are neither contradictory nor separable. They are best achieved by cooperating with the aviation community to define mutual concerns and joint efforts to accomplish objectives. We will strive to achieve the goals through voluntary compliance and methods designed to reduce the regulatory burden on general aviation.

The FAA's general aviation programs will focus on:

1. **SAFETY**
   To protect recent gains and aim for a new threshold.
2. **FAA SERVICES**
   To provide the general aviation community with responsive, customer-driven certification, air traffic, and other services.
3. **PRODUCT INNOVATION AND COMPETITIVENESS**
   To ensure the technological advancement of general aviation.
4. **SYSTEM ACCESS AND CAPACITY**
   To maximize general aviation's ability to operate in the National Airspace System.
5. **AFFORDABILITY**
   To promote economic and efficient general aviation operations, expand participation, and stimulate industry growth.

David R. Hinson
Administrator

September 8, 1993

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